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RECREATIONAL FISHERIES CONFERENCE PROCEEDINGS 1986

Note to Readers

This publication contains papers contributed by the recreational fishing community, remarks by Ministers and summaries of workshop recommendations and conclusions presented at the Conference.

The Conference was convened in October 1986 to review a draft national statement on recreational fisheries which was released for public discussion by Fisheries Ministers in June 1986. The Conference also sought the views of participants representing federal, provincial and territorial governments, angling associations and recreational fishing industry groups across Canada on actions which can be carried out cooperatively to promote the development of Canada's recreational fisheries.

Papers and workshop recommendations focussed on four areas:

- Review of the National Statement
- Resource Conservation Issues
- Resource Use Issues
- Industry Development and Tourism Issues.

The Conference was key in a process which began in November 1985 when First Ministers identified major challenges facing the fisheries sector. One of these challenges related to recreational fisheries. First Ministers called for timely, cooperative efforts involving both orders of government and the private sector to promote the development of these fisheries. Recommendations from this Conference were submitted to the November 1986 Annual Conference of First Ministers.

The preliminary results of the 1985 Survey of Sportfishing in Canada were also released at the Conference. The data quoted throughout these proceedings reflect these preliminary results. Final survey results are now available.

Opening Remarks

Senator Brenda Robertson
Conference Chairperson

I want to welcome you to the eighth biennial National Recreational Fisheries Conference. I must say I was delighted when the Minister invited me to chair the conference. As a Senator from New Brunswick, and as a Member of the New Brunswick Legislature for almost eighteen years, I know how important the recreational fisheries are, not only to the Atlantic Provinces, but to all of Canada. Those of you who have heard me say, for the first time, that I was a Member of the Provincial Legislature for eighteen years, put your calculators away. My consitutents had the great and good common sense to send me to the legislature when I was twelve.

Although I would certainly not call myself an avid angler, I have fished with my husband for the magical, mystical Atlantic salmon. But, as Wilf Carter knows, we have excellent guides at Larry's Gulch. So I must give credit where credit is due.

The purpose of this conference, ladies and gentlemen, is twofold: first, to review and comment on the draft National Statement on Recreational Fisheries; second, to recommend actions which can be carried out by government and non-government organizations to promote the development of Canada's recreational fisheries.

This conference is key in a process which began last November. First Ministers met at that time to discuss the challenges facing the fisheries sector. One of the challenges First Ministers identified is the need to promote recreational fisheries development. First Ministers asked federal, provincial and territorial Fisheries Ministers to accelerate the development of policies and programs to meet the recreational fisheries challenge. They called for timely, cooperative efforts involving both levels of government and the private sector to develop these fisheries.

Between January and June 1986, Fisheries Ministers met to address this challenge amongst others. Last June, Fisheries Ministers released the National Statement on Recreational Fisheries for public discussion and agreed to hold this conference to seek the views of the recreational fishing community on the statement and on actions to be taken to develop recreational fisheries.

This conference also has a third underlying purpose. Simply this: to provide an ongoing national forum for discussion of recreational fisheries issues amongst governments and the recreational fishing community.

Seven conferences have been held since 1970. I understand many of you have been to some or all of them. The last conference in Vancouver in 1984 had as its theme, "Looking Ahead to the 1990's". The 1984 conference reviewed problems facing the recreational fisheries and identified the need for a national policy on recreational fisheries, and increased government-private sector cooperation in recreational fisheries management. The draft national statement now before you is a first step in the policy formulation process. Since November 1985, federal, provincial and territorial governments have also been working together to find ways of promoting recreational fisheries.

In a country as large and diverse as Canada, the challenges involved in managing the recreational fisheries vary from province to province. Different circumstances prevail across the country and need approaches tailored to each province or territory. A cooperative approach to promoting recreational fisheries recognizes that, while there are national issues which require concerted action, most cooperative initiatives will be carried out by provinces and territories, and, ladies and gentlemen, I know that your Minister feels very strongly about this particular matter.

Canada's sea coast and inland fisheries support an active commercial fishing industry. But the considerable impact recreational fishing has on Canada's economy has not always been recognized. You know that better than anyone else. However, thanks to the efforts of people such as yourselves and initiatives like the National Surveys of Sportfishing in Canada, it has now been clearly demonstrated that the sizeable number of anglers and the money they spend to go fishing make them important users of the resource.

In fact, our Minister, Mr. Siddon, indicated when he invited me to this conference that this is a very important event in his calendar. He is looking forward to receiving your recommendations on promoting recreational fisheries. We hope that your discussion will be as open and as frank as possible and that the exchange will be freely made knowing that you are contributing to national, regional and provincial policies. I know that he intends to talk with you in detail about his plans when he speaks to you later today.

Before coming to the conference, I had an opportunity to read the background papers, and I certainly found some very innovative proposals. Proposals that, in the future, I suspect will be very important to the recreational fishery. For instance, placing catch and release instructions on the back of the fishing licences for waters where catch and release is necessary. I know the difference of opinion we have in this room on that particular issue. But, in some areas, we know it's necessary. Another interesting proposal was the suggestion to create a recreational fisheries entity along the lines of Ducks Unlimited to collect and spend money for conservation and development. Other proposals included: a voluntary enforcement program expanded across Canada, a proposed code of ethics for anglers and, of course, suggestions for revenue generation.

These are only a few of the ideas I found thought-provoking as I read your excellent papers. I certainly don't want to preempt today's speakers so I'll stop there. And I'll be looking forward to discussion of the other recommendations as the conference progresses.

I should like now, ladies and gentlemen, to take a moment to explain how I expect the conference to proceed. Today, we will hear from a variety of speakers who will present their views on problems and issues in key areas and make recommendations for action. Tomorrow, you will break down into ten workshops to discuss these issues. You will then review the proposals made by presenters and make your recommendations to the conference. On Friday morning, speakers will summarize the results of workshop deliberations in four key areas: the National Statement, Resource Conservation Issues, Resource Use Issues, Industry Development and Tourism Promotion Issues. On Friday afternoon, following the close of the conference, federal, provincial and territorial government people will meet to review recommendations and explore opportunities to address them. The proceedings of this conference will be published and mailed out to you following the conference.

MINISTERS' REMARKS

Sportfishing in Canada: A Time to Build

The Honourable Tom Siddon
Minister of Fisheries and Oceans

Welcome to the National Recreational Fisheries Conference. Just looking around this room, I can see that we've already realized one of the main objectives we had in calling this conference, to bring Canadians interested in sportfishing together under one roof and to focus our united attention on a great Canadian activity, an important Canadian industry, and the precious resource upon which they both depend.

An now that we're here, gathered together, I want to do something else. I want to tell you something about how this Minister and this government look at sportfishing in Canada.

I want to tell you where I think we stand today compared with where we could be. And finally I want to tell you about some specific measures I have in mind to make better use of our advantages.

We Canadians live in a land of unique fishing opportunity. Over the past few days I've seen that vividly demonstrated. On Sunday I was up at Adams River B.C. where the sockeye arrive after fighting their way for hundreds of miles from the Pacific Ocean. That is a scene every Canadian should see, a river literally red with salmon, so jammed with fish you'd think you could walk across it.

It was one of the biggest returns in decades. Meanwhile down on the coast, the B.C. commercial salmon fishery was ending its most successful year ever. The celebrations at Adams River were on Thanksgiving Day. And that was appropriate. We have more salmon rivers here than in any other nation. The thrill of pursuing and catching salmon in Canada is part of our national heritage. It's a perk that comes with Canadian residence.

Frankly, it's amazing that we can still say that. The fact is that we've survived our own complacency. The great fish and wildlife associations of Canada, including those represented here today, have done heroic service in trying to sensitize the public sector to the value of sportfishing. But in terms of federal fisheries policy we've suffered from a fisheries blind spot. We have recognized, and rightly so, the value of the commercial fisheries. We've shown no such recognition of the contribution made by recreational fisheries to our economy and our way of life.

And there are reasons for that. You can measure commercial fishing results by the ton. You measure sportfishing results in hours and days and weeks of fishing opportunity. The end product is the emotional high, the kick, the fun, the fight of sportfishing, multiplied tens of millions of times a year in the experiences of Canadians and visitors to Canada. The payoff is the opportunity for businessmen, urban workers, farmers, politicians to take the phone off the hook to get away from pressure and noise and schedules for a day on the water with nothing to wait for but the tug on the line.

My wife and I used to take our kids trolling up in the Meadow Lake area of northern Saskatchewan. Up in that idyllic silence where you know there's nothing much between you and the North Pole, you understand that value. But how do you communicate it? Maybe you don't. Maybe you have to experience it. There's another kind of value fortunately that can be defined more clearly. You can find it quantified in the National Sportfishing Survey just issued by Fisheries and Oceans (Appendix D). The statistics are endless and impressive. I'll mention just three:

In 1985, looking at direct spending alone, not at spinoffs, sportfishing contributed $4.7 billion to our economy. In 1985 sportfishing attracted 950,000 visitors, along with 187,000 of their kids. They brought something else too: $522 million (C) for the credit side of our trade balance.

Given this performance, why am I not leading a victory celebration out onto College Street? Because the truth is that we have barely scratched the surface of our opportunity. We're like farmers with a magnificent crop of wheat growing on a few square metres of a very large farm. Yes, we've shown that it can be done. But we have a heck of a lot of growing to do.

The most obvious example of that, and the one for which my job assigns me direct responsibility for action, is the situation of salmon and salmonids.

Fish for fish, pound for pound, hour for hour of fishing opportunity, salmon are the most valuable sportfish in Canada. That's true of the Pacific species, it's true of Atlantic salmon, it's true of salmon in the Great Lakes. Yet, when you look at the numbers of people involved, salmon fishing makes up a relatively small share of sportfishing in Canada.

And this too we can trace to complacency and carelessness. There aren't as many salmon around as there should be. The fish and their habitat have taken a tremendous beating over the past century.

We've made huge investments in money and effort to put things right. The Salmonid Enhancement Program in British Columbia, for example, has turned the situation around on that coast. But, apart from some isolated successes here and there, the nationwide situation is one of net loss.

It's time to change that. Time to stop taking these magnificent national assets for granted. Time to think not just about preventing further losses, but going on from there to grow more fish, to develop new habitat and new fishing opportunities. To do these things I believe we need a Canada-wide development effort, a grand enterprise based on a vision as large as the opportunities themselves.

Let me make it clear right now that I'm not talking about another ponderous, federal mega-project, centrally-directed and ultimately ineffective. We don't need yet another application of the strategy of throwing taxpayers' money at the problem. Government does have a part to play. Its role is to focus and direct effort. To give scientific advice. To create the legal setting for action. But the action itself can be and must be that of private individuals and groups.

I am determined to do everything in the government's power to make these things happen.

Let me tell you what I have in mind:

First, I intend to fulfill the federal government's responsibility for taking sportfishing seriously. For giving this industry the recognition it merits. And that process starts by

building sportfishing into fisheries law. It isn't there now, not explicitly. Look through our fisheries statutes and you'll find that this sector is virtually invisible.

I want to change that. I want to see recognition for sportfishing made explicit. After appropriate consultation, I will propose to Cabinet certain changes in fisheries law. These changes would make our fisheries laws better instruments for the protection of the sportfishing base.

All this is still very much on the drawing board. But I can visualize changes that would allow us to designate certain species under direct federal management as gamefish, and to do what needs to be done to protect and manage them.

Second, I want to stop the current waste of another national resource. By waste I mean our failure to draw on the very large body of support for sportfishing that we all know exists in Canada. I know first-hand about this recreational constituency. It's made up of individuals and corporations and institutions ready and eager to donate money to sportfishing development. This support isn't getting to the front line. In fact, it isn't even being tapped. The most important single reason is that the federal government hasn't made it easy to contribute. There are no readily-available tax-deductible input channels through which support can flow. By default we've created a gap, a funding barrier.

The single most important step we can take to sportfishing progress is to close that gap. I'm going to make that one of the main goals of my Ministry, starting with that part of the sport fisheries for which Ottawa is responsible. I intend to commit my full personal support, the influence of this Ministry and a modest amount of seed money to the creation in Canada of three national salmon foundations — Atlantic, Great Lakes and Pacific.

These will be non-profit charitable institutions. They would be funding transformers. Money would flow in from individuals and corporations. Money would flow out to associations, to community groups, to native groups. A power grid of funding would be switched on to light up salmon development all across Canada.

I've already talked unofficially with corporate executives about this idea. Without exception they were eager to get started. The reaction I got more than once was "Where do we send the check?"

To anyone who thinks this is an unrealistic dream, let me just say two words: Ducks Unlimited. We're talking about an application of the same general principles which have worked in that organization, and in other wildlife organizations. We're talking about Salmon Unlimited.

Going by the interest I've encountered so far, I'd guess we could expect hundreds of millions of dollars in private contributions over five years. With that kind of funding, we could do the job right.

There is plenty of evidence of that.

A few years ago someone accidentally flushed pink Pacific salmon into Lake Superior. Now we have pink salmon all the way to the lower lakes. Our neighbors across the Lake have had great success with enhancement. Today you can fish for coho and chinook off

Toronto. All this in a freshwater system which, along with the salmon, was pronounced close to dead a couple of decades ago.

In the Exploits River in Newfoundland, DFO has written an incredible enhancement story. It has taken a stream from which Atlantic salmon had nearly vanished, and put it well on the way to being the most prolific salmon river in the world.

These are things we've accomplished in a piecemeal, almost ad hoc mode, to recoup losses. Imagine what we could do in a systematic Canada-wide effort aimed at growth.

There's another way in which these foundations could emulate Ducks Unlimited. Some funding will support the work of the associations and federations, the strong bases on which all this work will stand. Some will support the restoration and expansion of habitat across Canada. And, as it happens, the public policy framework for work on that scale has just been formally unveiled.

Last Thursday in the House of Commons I tabled a new national policy for managing fish habitat. I realize that, outside government, policy statements aren't exciting. But believe me, within the process, they matter. They are concentrators — lenses — they focus the attention of the state on specific goals. This policy focuses our attention on habitat development. The overall goal is "net gain". In plain English that means growth. More habitat, more fish, more sportfishing opportunity.

In all these measures I'm guided by the fact that I'm Minister of *all* the fisheries: sport, commercial and native. Incumbents of this job know they're on course either when all three are mad at them, or when all three are applauding. It's too early for applause. But I know this: in the scenario I've described, all three benefit.

By bringing in private money we liberate more public money for enhancing commercial stocks, in B.C. and elsewhere. More fish will mean less fighting over who gets what. The bigger the pie, the greater the sense of tranquility around the table.

Our native fisheries will benefit. This approach will mean new chances for communities to move toward self-reliance. Constant, more dependable flow of funding would open up new opportunities for development. In many cases, it could lead to the development of sub-sectors of the recreational fishing industry, run by natives on native lands.

In the weeks ahead I will be moving forward with both of these initiatives.

And let me say this: I'll be enjoying my work. Very often in the fisheries, the agenda consists of fighting uphill and upstream. Battles against odds.

There's challenge here too. But the odds are all on our side. In the sport fisheries we're given the happy, upbeat task of building on a base of strength, of realizing immense opportunities.

The government of which I'm a member was elected on a promise to expand our frontiers. To move beyond the status quo. To change things. To unleash private energy. To realize potential. To set and seek great goals. That's the progress we pursue today in the Canadian sport fisheries.

In sportfishing, as in other areas of our national life, we are still a frontier country. The limits of growth are not upon us. Our prospects are limited only by our visions and our confidence. Our goal, in the words of George Bernard Shaw should be to look at things as they might be and say "why not?".

I look for your support. I count on your support, audible, visible and active, in pushing this work ahead.

MINISTERS' REMARKS

Ontario's Recreational Fisheries

The Honourable Vincent G. Kerrio
Ontario Minister of Natural Resources

I would like to welcome you all to the eighth Canadian Recreational Fisheries Conference.

Some of you have been involved in these conferences since the first was held in 1970 and, although all of us are here for a common purpose, I suspect we see the recreational fisheries in surprisingly different ways.

Those perceptions are as diverse as the fisheries in our home provinces, whether they be the Continental Shelf of the Atlantic, the streams of the Rockies or the thousands of lakes in the Canadian shield.

The ardent sportsman probably pictures a trophy for his den or living room. The lodge owner and fishing gear salesman see, not just a specimen, but a healthy business as well. The cottage owner on a weekend holiday sees it as a good meal he proudly landed all by himself. Which perception is real? They all are.

The difference in people's perceptions of the recreational fishery matters far less than their genuine concern for its well-being whether for aesthetic, business, or sports reasons. What all of us here today have in common is the shared belief that recreational fishing has, if I may quote from your first conference in 1970, a "tremendous and increasing importance".

At this year's conference, that belief has been corroborated with the release today of the 1985 Sportsfishing Survey and the statistics are impressive. In 1985, Canada was host to seven million anglers, six million of them Canadians, who spent a total of $4.7 billion on recreational fishing and fishing gear every year. That figure represents an increase of 12 percent per year since the last national survey in 1980.

You have heard other, equally impressive, statistics earlier today. Export earnings of almost $522 million, a catch of more than 110,000 metric tonnes, an investment totalling $8.6 billion. There has been amazing growth in this industry.

Here in Ontario, we have long recognized the value of recreational fishing, not only socially but also economically. Perhaps it is easier for us because we have no large commercial coastal fishery influencing our perspective. But we also appreciate its impact because we in Ontario get the lion's share of Canadian sportfishing activity. Ontario's waters are host to almost two-thirds of all non-Canadian anglers visiting this country. We also receive more than half of all non-resident angling dollars spent in Canada.

Forty-four percent of all Canadian anglers also fish in Ontario. They're responsible for almost 38 percent of all gross investment. But Ontario also supplies 41 percent of all fish caught by anglers in this country. That's a tremendous economic reward for Ontario. But it's also a tremendous burden on the resource base. I can certainly empathize with you and your problems. I face many of them myself, and on a large scale.

So recreational fishing is slowly being recognized nationally as making a sizable economic contribution. Yet you and I may sometimes feel the health of the nation's fisheries is largely ignored by the public.

I believe that is changing. I believe the public is becoming more and more concerned with the issues facing our fisheries. And I believe there will be increasing public concern and involvement. This has come about because of a number of social and technological changes, and I'd like to talk about them tonight.

The first of these changes is the shift away from the historical primacy of commercial fishing. That tradition stretches back more than four hundred years to the Grand Banks of Newfoundland and the first settlement of this country. From those beginnings sprang the convention of one-user and one-use management. Management geared to the purpose of commercial harvesting.

Today, however, society's approach and perspective have evolved to reflect a much wider public concern. There are now many more users benefitting from the resource in many differing ways.

For example, there are many non-consumptive ways to enjoy sport fishing. This conference has already recognized that particular aspect. It is reflected in your name change, from the Canadian Sport Fisheries Conference to the Canadian Recreational Fisheries Conference.

The swing to multiple uses has, in turn, led to a second major trend in the way we manage the resource. It has changed dramatically. We no longer manage the resource to serve only the purpose of commercial harvesting. We now manage it so that it can serve a multiplicity of users; for recreation, for sustenance, for native use, for commercial harvesting, to name just a few.

Where fisheries management once concentrated on mass harvesting, today we appreciate that the resource has finite qualities. We have realized the resource is not limitless. It must be conserved and encouraged through active fisheries management. Exploitation has given way to conservation. Mass harvesting is offset by rehabilitation.

At the heart of the third major trend is the enormous increase in public interest in our fisheries. There has been a growing acknowledgement that the recreational aspects of fishing do make a substantial contribution to the national well-being, both socially and economically, as the figures I mentioned earlier prove. This realization has come not a moment too soon. It has dawned at a time when that social contribution is about to assume greater importance.

As this century progresses, more and more of our time is being freed for leisure and recreation. Robotics and micro-chip computers are all making massive changes in the way we work. We are moving inevitably from the industrial age to the information age, which will increase people's free time. With that will come a greater public use of our fisheries, and a greater public involvement in the management of this resource.

That, in fact, is the fourth trend I want to talk about, the increasing public participation in the management of our natural resources. This public participation will work to the advantage of you, me, and the resource. The rationale behind this great upwelling of public interest is easy to understand. With more free time, people will not only fish more. They will also have the time and inclination to enhance the quality of those experiences.

I have been Ontario's Minister of Natural Resources for more than a year now. And one thing has become quite clear to me. People are clamouring to get involved in, not only the

decision-making process, but in the action. They are not going to passively accept the status quo. The public today does not hesitate to question our management efforts. People also expect us to justify our decisions. And they are demanding a hands-on involvement.

This vast human potential can, and should, be tapped. At the Ontario Ministry of Natural Resources, we've channelled that public interest and energy into cooperative ventures such as open houses to discuss fisheries management planning, and volunteer work.

Now, volunteers are nothing new to this Ministry. They've been with us for decades. We have volunteers like Phil Fisher. I recently had the pleasure of presenting Phil with an award in our Niagara District, in Fonthill. Phil is a Deputy Conservation Officer who has been volunteering with my Ministry since 1930. He's given countless hours of public service in this way.

Then there are volunteers like the Oxford Fish and Game Protection Association. They built 1,000 bluebird nesting boxes and distributed them at the International Plowing Match and Farm Machinery show near London.

We have volunteers employed in every imaginable capacity, but especially in the area of outdoor recreation. We have volunteer hosts in some of our provincial parks. These are people who come and spend the entire summer at the park, who keep out the welcome mat and help campers settle in. Last year, provincial parks volunteers put in 1,500 days of service.

Boy Scouts in the Thunder Bay area planted 17,000 trees in 1985, and expect to surpass that number this year. So volunteers are not new to this Ministry.

What is relatively new to my Ministry in the way of volunteers, though, are our community fisheries and community wildlife involvement programs. While they're not unique in Canada, they are somewhat novel on the Canadian scene. I'd like to dwell on them for a moment because these phenomenally successful programs deserve to become part of a popular movement. And whether you're here because recreational fishing is your vocation or your avocation, it might be the way for you to get things done.

The Community Fisheries Involvement Program, or CFIP for short, began in 1982. It's modelled after the public involvement program in British Columbia. An organization or individual, it could be a rod and gun club, community group, scout troup, comes to us with an idea that will improve the fisheries. It could be a habitat improvement project, a fish culture program, or a study of fish populations. We supply the money for materials and equipment, and the expertise if needed. The volunteers supply the labour.

In 1982, we approved 22 projects which involved about 200 volunteers. CFIP has grown rapidly since then. To date, 447 projects are completed or under way, and at a very conservative estimate, 5,000 people have rolled up their sleeves to help.

This program has been such a success that last year, we started the Community Wildlife Involvement Program (CWIP), with the same aims for wildlife management. In its first nine months of operation, 84 projects were initiated. And 5,000 people turned out to make a hands-on investment in Ontario's wildlife.

Let me give you some more CFIP statistics. From 1982 to 1985, CFIP volunteers completed more than 16,000 metres of stream improvements and created almost 21,000 square metres of spawning area for walleye and trout. Our 72 CFIP fish culture projects have produced more than 8 million fish for stocking. The value of all this work runs into the millions of dollars. The goodwill the program has generated is priceless.

Ontario's first large scale community fisheries project has been approved under CFIP. It involves construction of a fishway to provide access for spawning salmonids into the Upper Saugeen River. The Saugeen is a large river which enters Lake Huron at the Town of Southampton. This project has involved the cooperation of dozens of people including half-a-dozen angling clubs, the local Conservation Authority, Dam Site Property Owners, and the Town of Walkerton. Local companies are fencing and lighting the site. Sports clubs and associations are donating cash. The Dofasco Steel Corporation is donating materials.

Funding for this and other projects is coming from a new source. Next year, Ontario will introduce a resident sportfishing licence. The conditions and price of the licence have been set after taking into consideration the opinions of thousands of Ontarians. They told us what they thought at more than 30 open houses we held early this year. We also circulated a questionnaire, and people gave us their opinions in no uncertain terms.

We have huge support for the licence. But the phrase we kept reading and hearing over and over again was "...as long as the money is put back into our fisheries". That's what we're going to do. Money equivalent to the revenues generated from licence sales, it could be as much as $10 million a year, will be put back into fisheries management programs such as this one. It will fund more research, more fish culture, more rehabilitation, more stocking, more volunteer projects.

I believe CFIP and CWIP style programs are a portent of things to come. Of people willing and eager to become directly involved in our recreational fisheries.

You, as fisheries users and managers, face problems such as access, allocation, enhancement and rehabilitation. What you may not have considered is that you are not alone in your concerns. There is a wider audience out there who wants to share, not only the resource itself, not only in making decisions on the management of the resource, but also to actively participate in getting the work done. They appreciate that the problems of the recreational fisheries are common to us all.

One thing we at the Ontario Ministry of Natural Resources have found, at our open houses and in our volunteer programs, is that the recreational fisheries do not lack for enthusiastic, caring and practical participants. I urge you to find ways to work with them, as you already work with each other in this forum. Together, we must find cooperative solutions. The result will be better, stronger fisheries from sea to sea.

MINISTERS' REMARKS

Tourism Opportunities

The Honourable Bernard Valcourt
Minister of State for Small Businesses and Tourism

It is a pleasure for me to be with you today, ladies and gentlemen. It gives me an opportunity to talk about three of my favourite subjects: small business, tourism and fishing. You may wonder what they all have in common. Well, to begin with, the first two are in my line of work as a politician. And the third is what I like to do when I'm not working. So you can see that I am in my element in addressing these topics.

We are here to consider one of Canada's greatest natural resources, the recreational fishery, and how we can make it even greater by developing its tourism potential.

The draft policy statement you have before you at this national conference is a valuable guide to where the sportfishing industry is today and what it can be in future. It notes, for example, that six million Canadians of all ages take part in recreational fishing every year. Another one million come here each year, mainly from the United States, in search of their limit of the plentiful variety of fighting fish that populate our inland and coastal waters.

Fishing, both for food and for sport, is a vocation as old as mankind itself. Yet in terms of its earning potential for recreational purposes, our industry is still in its infancy. In fact, that is one of its greatest attractions. Our lakes and streams, and coastal waters too, remain unspoiled and uncrowded. Better still, we can offer American visitors a very favourable exchange rate on their travel dollars in an environment that makes them feel very much at home.

I'm happy to report that the outstanding travel bargain we offer is beginning to bring in the shoppers in a big way. Preliminary estimates on our tourism accounts for April, May and June, still before the height of the summer rush, show receipts up 23.2 percent from the same period in 1985.

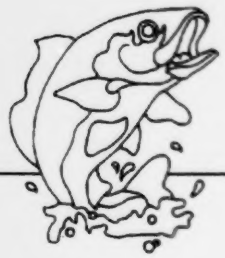
At the same time Canadian spending abroad increased only marginally. The very welcome result is a 49.4 percent drop in Canada's deficit on our travel account.

Of course these visitors weren't all fishermen in search of salmon or steelhead, walleye or pike. The bulk of them, it is probably fair to say, were American tourists heading for Expo 86 in Vancouver, the spectacular show that surpassed its goal of 20 million visitors before the gates closed last week. The flow of U.S. tourist traffic to British Columbia in this Expo year has run 75 percent above that of 1985. It helped to boost the number of American visitors entering Canada for one night or more to 7.77 million by the end of June.

Another 1,123,000 came from overseas, a jump of 21.7 percent from the previous year. The result has been what may prove to be our greatest year for tourism since Expo 67 in Montreal.

You will agree with me when I say that, while we love to have visitors drop in, the cash they bring with them is a very pleasant bonus! It helps in no small measure to pay the bills for our own requirements.

Next year, regrettably, there will be no Expo to draw the crowds. We will, nevertheless, have bills to pay. So it is more important than ever that we go to work to build our



tourism industry as a year-round lure for foreign visitors. And that is where we need your help.

The draft policy statement has some important suggestions on how we may work together to achieve our goals. Canada's wilderness and natural resources, it points out, offer a wealth of vacation opportunities to visitors as well as Canadians themselves. Yet their tourism potential remains underexploited. While our first responsibility must be to provide fishing opportunities for Canadians, there is plenty of scope for opening up underutilized areas for visitors as well. The draft policy proposes that governments, resource user groups, such as those represented at this conference, and industry work together to identify the needs of tourists, and to identify fishing areas with the potential to attract foreign anglers. We are also charged with the responsibility for integrating recreational fishing promotion within our overall provincial and national tourism marketing schemes. Finally, it is up to the recreational fishing industry itself to develop the kind of vacation packages that will attract tourists. Let me assure you that my department, and Tourism Canada, are ready, willing and eager to put these suggestions to work.

Tourism Canada is even now successfully undertaking joint marketing initiatives with the private sector in order to promote the sale of fall packages to Canada. This emphasis on shoulder seasons could be further exploited by attempting to package and promote recreational fishing during the off-season. It is certainly an area which I am willing to explore with Minister Siddon, my provincial counterparts and the private sector in the months to come.

Tourism Canada's aim is also to place recreational fishing in the context of a larger outdoor vacation product. Not just fishing alone, in other words, but an opportunity to watch salmon spawning, and participate in scuba diving as well. I'm talking about the opportunity to broaden the sportfishing product to include a variety of related experiences which do not require the actual catching of fish.

In pursuit of this goal, we have worked out sub-agreements with the provinces that provide for development and marketing assistance to fishing camps and outfitters. The Manitoba and Quebec sub-agreements identify sportfishing and priority product lines.

My departmental officials have also turned up some interesting statistics on the preferences and habits of U.S. travellers, both in this country and at home. They show, for example, that one in five American pleasure travellers, or about 25 million in all, chooses to spend a holiday outdoors in any given year. This type of travel makes up about 10 percent of the total market. Canada's share of this market is a mere 5.4 percent of those 25 million trips, or approximately 1.6 million.

Our research indicates that U.S. outdoors travellers are looking for beautiful areas with lots of things to see and do, but more particularly areas that are not too wild or undeveloped. They also seek a real sense of adventure at a location not too far from home. What we must do to bring them here is persuade them that Canada is not all wilderness; that we are close to home, relatively speaking, and that we can offer them a hospitable climate in more ways than one.

The people we should be addressing, this research tells us, are older, retired people, college-educated, and those with smaller families. Their favourite destinations in this

country are in the West, the Rockies and the Pacific coast. Some interest is shown in Ontario and Quebec, but, unfortunately, little in Northern Saskatchewan, the Arctic and Newfoundland.

So you can see we have a job to do in persuading our American cousins to do some exploring in our less-developed areas. And, at the same time, we must upgrade what we have to offer them in these same areas.

This year we spent more than $10 million advertising our tourist attractions on American television and in magazines. Our corporate theme was "Canada: The World Next Door", and it emphasized three key attractions: our "Old World" with its focus on heritage and culture; our "New World" of urban appeal, exciting night life and quality cuisine; and, last but not least, our "Wild World" of outdoor recreational opportunities.

More specifically, we directed $200,000 to U.S. newspaper advertisements promoting Canada's outdoor and fishing opportunities. Our partners in this cooperative program were the provinces of Manitoba, Saskatchewan, Alberta, New Brunswick, Nova Scotia, Prince Edward Island, Newfoundland, and the Yukon and Northwest Territories.

"Get a line on fabulous fishing," our ads told the American sports enthusiast. And of course we added the bait: "Take advantage of the healthy premium your money currently enjoys in Canada — approximately 40 percent".

In addition to these activities, we have been providing substantial support to the recreational fishing industry to strengthen its commercial appeal. In British Columbia, for example, we made contributions of $50,000 each to a number of commercial operators to assist them in developing fishing "packages" for tourist travellers.

At the other end of the country, more than $225,000 has been given to outfitters in New Brunswick to build new facilities or to expand existing ones. Similar help has been given in Nova Scotia, Prince Edward Island, and in Newfoundland and Labrador. There have been other grants, loans and similar forms of assistance in Manitoba, Saskatchewan, Alberta and in the Yukon and Northwest Territories.

As I said earlier, we see recreational fishing as a part of the bigger program of encouraging more tourism of a year-round nature — from winter skiing to summer swimming, and urban holidays at any time.

Tourism currently contributes about $20 billion each year to Canada's economy. It employs 600,000 people in all regions. It ranks among the top 10 industries in the country in terms of its share of the Gross National Product, and among the top six in foreign exchange earnings. It is one of Canada's fastest growing industries, and its biggest single employer.

New Brunswick is the province where I live and where I often fish. As you know New Brunswick has two world famous rivers, the Restigouche and the Miramichi. The annual economic benefit of the salmon angling industry in New Brunswick is worth more than $11 million and creates over 1,200 jobs.

I can assure you that my colleague, Honourable Tom Siddon, and myself are committed to the enhancement of the fish stocks in Canada and the protection of the environment in which the fish live. We realize that it is in the interests of both our Cabinet portfolios and the sportfishing industry that fish stocks should be enhanced and protected.

I am aware, as I have told other audiences in recent weeks, that there has been concern expressed about the government's decision to place both tourism and small business under the direction of a single Minister, namely myself. I firmly believe this concern is misplaced. The two responsibilities go hand in hand.

The tourism industry is, after all, a vast number of small businesses that, taken together, form one of the largest businesses in the country. And I see that having one Minister dealing with this broad sector will work to the industry's positive advantage.

It will give me more clout in bringing tourism concerns before Cabinet. That means you gain a stronger and more effective voice in the formulation of government policy relating to your industry.

My goal as Minister of State for Tourism is to make this very important industry the biggest small business of all, and the country's primary earner of foreign exchange. Working together, I believe we can achieve that goal.

Thank you, and good fishing!

NATIONAL STATEMENT ON RECREATIONAL FISHERIES

Views of the Non-Government Advisory Group

Dr. Wilfred M. Carter
Atlantic Salmon Federation

Introduction

In the introduction to his beautiful book, *Return to the River*, Roderick Haig-Brown lamented the orgy of dam building that transformed the Columbia from a magnificent river to a series of freshwater impoundments. "There has never been", he wrote, "another such river on the face of the earth; there never will be again until all the dams have rotted out and washed away and some thousands of years of healing time have passed — perhaps not then....Perhaps ways can still be found to counteract these effects; man is not much good at helping fish, but he is learning slowly. If so, the fish will do their part; they will persist, perhaps even increase." As I re-read *Return to the River*, I was reminded of one sentence in the objectives of the national statement: "It is unrealistic to expect that our environment can be returned to the pristine state of pre-Confederation days". Haig-Brown would have been disappointed but he would have agreed, because he was above all, a realist. And I think he would have agreed with the basic philosophy, the guiding principles and the objectives of the national statement, though he would have pointed out some omissions.

It was my unenviable task to distill the comments of the Private Sector Advisory Group and to reflect those concerns in a private sector statement.

The national statement proposed by Fisheries Ministers (Appendix A) is a compelling document which sets out, for the first time, guiding principles and objectives for the development and use of recreational fishery resources, and it outlines areas of cooperation among governments and between governments and users in order to conserve, restore and enhance our recreational fisheries. Most of those who were asked to comment on the statement were generous in their endorsement of the principles set out by the Ministers.

The objectives in the statement are ambitious, laudable and, for the most part, would be endorsed by a majority of the six million Canadians who take part in recreational fishing every year. If the statement is deficient it is not in philosophy or sincerity, but rather in substance, and in the omission of important elements. For example, the statement does not address a strategy or process for advice and cooperation. There is no special focus or theme, and there are no specific suggestions for funding.

In the workshops during this conference, the statement will be examined in more detail and doubtless specific suggestions will be made to put flesh on its bones. The real challenge of the conference is to transform the national statement into a blueprint for the future and a plan of action which is worthy of support by the federal, provincial and territorial governments, as well as the private sector.

I have grouped the specific concerns voiced by the private sector under the following headings: theme and focus, conflicting jurisdiction, cooperation, consultation, development, research and funding. In the following comments, I have attempted to reflect the majority opinion of the Private Sector Advisory Group, and I alone am to blame for the imperfections of the response.

Economic Value as a Theme

The philosophy and the objectives set out in the national statement can profoundly influence the management of recreational fishery resources from British Columbia to Newfoundland. The statement proposes momentous changes in recreational fisheries policy. But to gain public attention and broad support from the conservation constituency, there must be a principal theme upon which to build a national awareness of the importance of the of the recreational fishing industry, and a focus for the future. Surely, the theme must be the economics and the jobs the recreational fishing industry provides for Canadians now, and the additional economic gains and new jobs which will result from a recognition of the far greater value to Canada which would follow the designation of some of our fishery resources as priority resources for recreational fisheries. The economic facts are indisputable and they are equally valid in every province and territory, where a single fish can generate $100, $500 or even $1,000 worth of economic activity, instead of the paltry $20 or $30 the same fish would fetch in the commercial fishery.

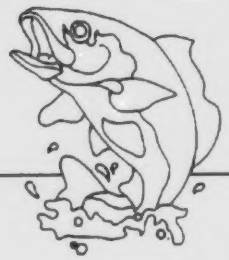
The annual value of the recreational fishing industry in Canada is approximately $4.7 billion. That's big money in anyone's language, and I doubt if one in a thousand Canadians, including many of our political leaders, is aware of it. If we want the attention of the Prime Minister and the Minister of Finance to help us achieve the objectives set out in the statement, this national conference should capitalize on, and publicize the $4.7 billion of annual economic activity generated by the recreational fishery, the 37,000 jobs the industry supports, and the prospects for even greater returns and more jobs for Canadians in every province and territory if we start doing a few more things right.

Conservation as a Focus

Many of us are guilty of using the term conservation too loosely. It covers a multitude of sins and omissions and it sounds good. But what does it really mean? To me, conservation and management policy are really inseparable. When the policy is bad it cannot produce good conservation. Conservation should mean *the best use, for the greatest number, with the least damage to the resource*, but in practice we frequently ignore this basic dictum, thinking of best use last if at all.

To many, conservation has a pejorative, negative connotation — a perception of restrictions, quotas, and limited access without long-term gain, rather than an awareness and appreciation of the lasting benefits which positive conservation can produce. As a consequence, our conservation actions sometimes do not produce the supportive response government would like from the public. I want to use the example of salmon to illustrate my point.

We are all too familiar with the economic facts of the recreational salmon fishery, in comparison with its commercial counterpart. No one will deny that a coho, a chinook or an Atlantic salmon taken in the recreational fishery is worth many times, in dollars and in jobs, what that same fish will produce as part of the commercial catch. Most recent statistics for Atlantic salmon indicate that $42 million, (84 percent) of the total annual economic value, is generated in the recreational fishery, which catches only 10-15 percent of the harvest. Recreational fishermen are asked, again and again, to endure more restrictions on quotas and seasons, to practice catch and release, or to forgo any fish



larger than grilse (jacks) so that stocks can be allowed to rebuild and restore. Rebuild from what? Rebuild from the effects of an historically excessive commercial fishery which has taken anywhere from 80-90 percent of the annual salmon runs while contributing less than 15 percent of the total annual economic value of the salmon fishery. Restore for what purpose? Restore so that commercial nets can again decimate the stocks at sea? That does not make much economic or conservation sense!

If economics is to be the theme of this conference and conservation its focus, then let us seek, as a starting point, a policy which recognizes the economic importance of sport-fishing in Canada, appreciates the jobs it supports and determines the minimal impact that a well-managed recreational fishing industry has on the resource. Then let us try to reflect such a policy in the recommendations which come from the workshops this week.

Conflicting Jurisdiction

While the Canadian Constitution confers on the federal government jurisdiction over seacoast and inland fisheries, that jurisdiction has become blurred by delegation in some instances (salmon in Quebec) and a shared jurisdiction in others (native fisheries). Not only is it necessary, as mentioned in the statement, to "...clarify the respective management roles and responsibilities of federal, provincial and territorial governments...", it is also important to redefine those roles so that we stop fumbling the ball. A case in point is the salmon fishery in the Restigouche River estuary. Jurisdiction is divided among the federal government, the provinces of Quebec and New Brunswick. Not one of these three exercises ultimate authority. Although the Constitution makes it quite clear that authority lies with the federal government. The result is needless confrontation between governments and all users and enormous waste of manpower and money. The biggest loser is the salmon.

That same region provides another stunning example of the needless confrontation, frustration and resource damage which results from conflicting jurisdiction. No single level of government exercises authority over the native fishery in the interprovincial Restigouche River estuary, though some uncertain level of responsibility is shared by the federal departments of Fisheries and Oceans, Indian and Northern Affairs and the provinces of Quebec and New Brunswick. When problems arise in the salmon fishery there, as they do every year, no one appears to have the authority (or is willing to exercise it) to resolve them. The whole confused area of responsibility, jurisdiction and management of native fisheries on *both* coasts of Canada is crying out for urgent attention and action. Until the issue is faced squarely and resolved, there can only be growing resentment and anger by all users, including natives. The federal government, as the senior level of government involved, has a responsibility to show clear leadership on this divisive issue.

We need to re-examine the whole question of conflicting jurisdictions and re-establish who does have authority, and then begin to exercise it, even if in the process some longstanding agreements between governments, or with governments, have to be scrapped or renegotiated. It has been suggested that nothing much will happen in this area because it is "politically too sensitive". The other side of that coin is that it may be more "politically sensitive" to ignore it.

Cooperation

Obviously, the essence of a federal state is cooperation. It is encouraging to see the reference to cooperation in the statement. But the intent is far from clear. Does it mean "an undertaking not to tread upon one another's perceived jurisdiction"? Or does it mean the forging of genuine partnerships among both levels of government and the private sector to design and carry out enhancement, protection, research and development of recreational fisheries resources? The former, a retention of the status quo, would be unacceptable to most concerned Canadians because it would perpetuate a system which has not been particularly beneficial to recreational fisheries.

The responsibility for management of fishery resources is a joint one, with authority conferred upon different levels of government. But if cooperation is to work, there must be recognition of the private sector's share in responsibility and a clear commitment to involve users in the decision-making process.

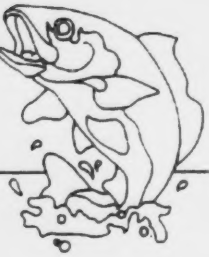
Let me share the following example to illustrate. The Atlantic Salmon Federation and the Department of Fisheries and Oceans, through the St. Andrews Biological Station, have each invested several million dollars and enormous human energy since 1975 in a unique, world-class salmon genetics research program (SGRP). One of the immediate beneficiaries has been the promising new aquaculture industry in the Bay of Fundy, which has had strong technical support from the SGRP, from the St. Andrews Biological Station and from the province of New Brunswick.

In the recent designation by DFO of National Centres of Disciplinary Expertise, the Pacific Biological Station has been assigned the areas of genetics and biotechnology of aquaculture. I welcome the new interest in these important specialized research areas. But I am troubled by the apparent indifference to the important contribution coming from the existing program and the lack of consultation with directly affected organizations in the private sector in arriving at this decision. I am concerned that in attempting to redesign a perfectly good wheel, the result may be to question the whole rationale for such cooperative government/private sector ventures in future.

There needs to be a clearer understanding and expression of the nature of the proposed cooperation in the statement, how it will work, how it will involve the two levels of government and, at the same time, allow the private sector to contribute in a constructive way.

Consultation

There is an extensive array of government departments and private sector organizations concerned with recreational fisheries matters. How do they get plugged into the system so that they feel, and are, part of the action? As I read through the thoughtful comments submitted by the Private Sector Advisory Group, I had to wonder how representative they, or for that matter, my own, are, and whether there are important voices out there we are not hearing. For example, no one voiced concern about the absence of policy advisory bodies at the national level to advise the Minister on recreational fisheries policy, although such bodies exist and work well in some provinces and in some areas of the commercial sector. Should we not be considering that level of consultation to ensure that there is an orderly process in place so that the Ministers responsible for recreational



fisheries at both federal and provincial levels can draw upon the expertise, even the wisdom that experienced recreational fishermen can provide?

Development

Concern was expressed by reviewers at the emphasis on development in the national statement. If development means enhancement, restoration, and protection, then we are clearly on the right track. If, however, the suggestion means that we plan to increase the pressure on stocks which are already subject to excessive exploitation, we will be heading in the wrong direction on a one-way street. The recreational fishing community would not welcome the threat posed by additional development unless it is directed at enhancing the resource, enriching the fishing experience, and providing more effective protection and enforcement. More emphasis and support of enhancement, restoration and protection, and reasonable access restrictions to existing sportfishing locations in Canada can expand and increase the opportunity for Canadians and visitors to participate in sportfishing without threatening the resource. To develop and expand sportfishing without those improvements and safeguards would be shortsighted. And, I should add, would be strongly resisted by the private sector.

Research

There is passing reference in the statement to research. But the critical link between research and management is not identified. The more information we have about stocks, the better our ability to assess the impact of fishing pressure and changes in habitat on fish, and to make thoughtful adjustments for those changes. Management plans need to be based solidly upon good data. There is no better defence for government managers than reliable facts, and you cannot get them without a knowledgeable, sustained research effort. Without good data, fishermen can make compelling arguments that the lake or river is full of fish when, in fact, it may be almost empty. Canada's recreational fishery management, I firmly believe, should be based upon the best scientific advice available.

Funding

Few of the objectives in the statement can be realized without money – substantial amounts of it – as anyone who has been involved with enhancement and resource management will confirm. Government budgets are limited and the amounts available for recreational fisheries programs may not increase from traditional sources. There is, however, a way to supplement government funding.

At the 1984 Canadian Sport Fisheries Conference, Peter Larkin and Jean-Paul Cuerrier outlined a proposal for a National Sport Fishing Conservation Fund, to receive revenues from duty and sales tax on fishing tackle and outboard motors and to disburse it for financing research or management projects. But nothing came of the idea.

Wildlife Habitat Canada, a federally chartered non-profit organization, established in 1984, is funded in part by a federal government contribution and in part through revenues from the sale of Migratory Game Bird Hunting Permits and conservation stamps. Individuals and corporations are able to assist by making tax-deductible contributions. The mandate of Wildlife Habitat Canada is to encourage the retention and stewardship of wildlife habitat for the benefit of present and future generations. It does this by using its income to support habitat research, enhancement and management projects across Canada in cooperation with provincial government agencies and the private sector.

There is no reason why we cannot use the Wildlife Habitat Canada model to generate a substantial amount of new funding from the private sector in Canada for enhancement, restoration and development of recreational fisheries resources. The vast majority of the millions of Canadians who treasure those resources, and our visiting anglers, would welcome an opportunity to contribute to a Recreational Fisheries Foundation if they knew that their money would be used to produce better fishing, and to ensure that deteriorating fisheries habitat would be restored for the benefit of today's fishermen, and for those not yet born.

There is a long-standing perception that the Department of Fisheries and Oceans is oriented and biased in favour of commercial fishing. Until very recent days, that perception was valid. I share the huge relief of many Canadians that we are beginning to see a change, reflected in the national statement, and that there is at last a recognition by DFO that it has a shared responsibility for management, conservation and protection of recreational fisheries, and that the $4.7 billion contribution represented by the recreational industry is of significant importance to the Canadian economy. The change would be even more dramatic and the conservation community's confidence in the Department's ability to deliver on its commitment to recreational fisheries would be reinforced if, in the ongoing re-organization process, DFO emerged with a much-strengthened Recreational Fisheries Division, headed by a senior Assistant Deputy Minister.

In summary, the national statement by the Ministers is an important and timely contribution to policy and planning for the welfare of the recreational fishery in Canada, deserving of our appreciation and support. Our collective goal, in government and the private sector, must now be to refine, and where necessary, redirect the statement's goals and objectives so that Canada's recreational fishery resources can be enhanced, restored and protected to provide even more profit and pleasure to millions while harming none, and so that those resources will prosper long into the future, for this generation of citizens, and for our children.

Cooperative Habitat Improvement

Perry C. Munro
Nova Scotia Wildlife Federation

The main object of this paper is to point out the importance of habitat improvement to the overall performance of our recreational fishery, and also to suggest how the general public can be vital to the implementation of an improved fishery. The importance of understanding how to manipulate the habitat of the target species in order to obtain the results desired, and how to develop this understanding, will be addressed.

It is not within my normal capacity to suggest what the problems and solutions would be for the whole of Canada. But it would be fair to say that the problems in Nova Scotia are not unique to this province. Therefore, the problems and solutions will apply in most cases to the other jurisdictions in Canada.

It has been noted that, as a group, we have recognized the fact that we are losing habitat for fish at an alarming rate. Different approaches have been tried to offset this loss – hatcheries being the most obvious approach. This approach certainly has advantages which are frequently touted. But it has a negative impact which is not explained to the general public and will become more obvious in the future fishery. It is not my purpose to debate this, but to point out that other approaches should and must be applied.

If it were possible to maintain a self-sustaining wild fish stock, it would certainly be an advantage to the recreational fishery in that a larger segment of the recreational fishery than is currently acknowledged would be satisfied. This is not to say that habitat improvement will eliminate the need for hatcheries and other forms of enhancement of fish stocks, but only to say that it should be, at the very least, a part of the overall approach. In more specific terms, habitat improvement projects could include bank stabilization, streamside fencing, instream cover devices, construction of fish spawning areas and fish passage devices.

It has been suggested that habitat improvement devices or manipulation of habitat are not justifiable in terms of benefits versus costs. However, the labour costs in a private sector program are usually free, at least as far as the government agency is concerned. In fact, there is a definite educational benefit to those individuals involved in the project. How then do we enter this in our cost benefit analysis? Also, I have yet to talk to anybody who can actually put a dollar value on a wild fish.

Such a negative attitude in terms of costs versus benefits might appeal to those who believe hatchery programs will work for the majority. However, there is a group of recreational fishermen who believe, as the late B.C. writer Roderick Haig Brown did, that "..... hatchery programs were most successful in political terms and have been a tragic shotgun marriage between biology and poultry farming with the mentality of a bottom-line manager". It would surely be advantageous to the recreational fishery if the wild trout fisherman had a channel for his concerns and energies, and it would appear that manipulation of habitat is one such mode. It is also safer from a genetic standpoint, has a higher educational value and does not lead to the unrealistic expectations that a hatchery program may generate. There is also a sense of stewardship which develops when a group puts its own sweat equity into a project.

There are certain ground rules that need to be established before we proceed with habitat improvement. We need to develop an understanding of many aspects of what we intend to do and what our results will be. We need to standardize habitat inventory and properly evaluate improvement techniques. The terms of reference for these techniques need to be standardized and familiar to all concerned parties so that when an individual or organization applies to place a twin-wing deflector in a stream, the person receiving the application doesn't think plans are being made to place part of an airplane in the stream.

This conference points out something which should be obvious but is at times overlooked. All people must be involved at all levels to improve and enhance our recreational fishery. The most common question heard from the public sector conservationist is: "what can we do to help?". At the present time, it is a frustrating experience. The public finds itself confronted with a maze of issues and government bureaucracies, dealing with a language developed by the sciences, laws and computers. In this climate, it is not surprising that the professional may inadvertently be discouraging public participation. This problem becomes apparent when the information and action come first from the recreational fisherman. Granted the public wants instant action and results from the government agencies. So it has little patience with the perceived plodding along of these agencies. On the professional side, citizens defend their reluctance to proceed with the desire to err on the side of caution. I suggest that action lies somewhere between these two groups and somehow has to be resolved. Or long term projects such as habitat improvement will only be implemented in the very long term.

When the recreational fisherman demands action from the government, provincially or federally, the government asks the question: "what do they want?". The obvious answer is "fish". The next step of the process is to ask: "what is the most expedient way to accomplish this?". My concern is that habitat improvement is quite low on the list. To bypass habitat and produce the end product directly to the consumer creates problems for longer term freshwater fisheries management. This communication problem must be solved, and the main hope for improvement comes from a well informed public sector. It becomes obvious then that the professional must acquire the expertise to manipulate habitat, and then communicate this in terms understandable to the general public.

In Nova Scotia, we addressed the question of "what can we do?" several years ago. It has been a continuous learning process with many successes and many failures. However, we have continued to learn. We have learned to work with the professionals in all government departments, both federal and provincial. It has been an enriching experience for us and, I believe, for the professionals too. We can now communicate with each other in terms mutually understandable.

This all relates to habitat improvement in that it is likened to "the new kid on the block". We have to communicate among ourselves on what works, what doesn't, and why we have to study and research techniques.

We have, as I assume have other jurisdictions, set up experimental habitat improvement devices. Although there is a wealth of literature available, we wanted to find out what would work in our area. Our project was set up as a research area and so was designed for professional evaluation. Before any work was started, a complete habitat inventory was done on the experimental device area, a buffer zone established, and the same for a control section. These areas were electroseined before construction of the devices in order to determine the baseline populations. The devices were built and placed in the stream in low-flow summer conditions. After completion, a habitat inventory was done on the research area. The type of structures we worked on included halflogs, digger dams, deflectors and rubble placement.

Every year for the past three years, these devices have been re-evaluated and complete records kept. It is important to note here that a 300 percent increase in adult trout populations was noted after the spring/early summer fishing effort. But more important is that we have been able to observe which devices work most effectively, the damages occurring from flood or spring ice conditions, etc.. I hope the results of these studies will be used to take this acquired information out into the field to be used constructively.

It would be appropriate at this stage of the development of habitat improvement devices in Nova Scotia to publish a manual to be used by the public, government and business sectors. This manual would standardize the approaches all sectors would follow. It would enable a group to ask for a twin-wing deflector. The approving government agency would know immediately that it was an instream device used to constrict and speed up water currents. Approval could be granted quickly without a long and lengthy explanation and subsequent debate, and the device installed properly with anticipated results. The "Trout Stream Rehabilitation Manual" developed through the Ontario Ministry of Natural Resources for their Community Fisheries Involvement Program is an excellent example of what is needed. I applaud their efforts.

We anglers or angler-groups who are asking for this opportunity to improve our habitat base must also recognize our responsibility to repair and maintain any structures which we have installed. Our credibility will be jeopardized if we do not maintain the work that has been completed. This may be the real challenge as it requires a continuing commitment as opposed to a one-shot effort.

In conclusion, habitat improvement devices should be a part of the approach to recreational fisheries. These fishermen/ conservationists would like to have this avenue through which to channel their energy and enthusiasm. The project has all of the qualities which could draw public and government sectors together in a co-operative manner. The results of this effort would be a source of pride in the knowledge of ownership of their resource, and a feeling that they have provided stewardship for the future of the recreational fishery.

Recommendations

1. Standardize methodology and terms of reference for habitat manipulation;
2. Develop communications between all sectors;
3. Understand the diversity and needs for the recreational fisherman; and
4. Develop a manual to be used for habitat improvement.

Increasing Enforcement Effectiveness

Don Glays
Manitoba Wildlife Federation

Introduction

Recreational fisheries management in Canada has developed into a sophisticated system of intensive species and lake management. In order to realize maximum benefits from intensive management, compliance with regulations is necessary. Generally, recreational anglers are willing to comply if they understand the regulations and the reasons for the regulations. There exists, however, a certain element within the angling community who are unwilling to comply. Further, because of the increasing complexity of regulations, there are some who are unable to comply simply because they may not fully understand the regulations. In other words, there are those who may be breaking a law without realizing it.

Rules and Regulations

The Problem

Recreational angling is quickly becoming one of the most popular participatory sports in Canada, behind only baseball and golf. Seven million anglers fished in Canada in 1985.

Dwindling fish habitat, combined with increases in demand, are placing greater pressure on our fisheries resources. Hence, there is a need for individual species management, intensive water-body management and regulations designed to control harvest. This level of management is required to ensure fish stocks for the future. It must be recognized, however, that as the number and complexity of regulations increase, the number of anglers willing and able to comply decreases.

For example, just over 150,000 Manitobans bought angling licences last year. 8.4 percent of those, or 17,000, did not fish. We can assume that some buy a licence for a trip that is called off because of a change in plans due to conflict of interest or rainy weather. But undoubtedly there are others who are put off by all the rules and regulations. The Manitoba government started out with a very concise pamphlet that had information about weather, litter, handling fish and 47 lines of rules and regulations on fishing. But 40 years later we have 24 pages of regulations and the first time angler is boggled with information and rules. I am sure many a planned fishing trip with a son or grandson has been thwarted because of the complicated rules.

The Solution

One practical solution to the complexity of regulations is to simplify them. I suggest that the lowest common denominator required for general fisheries management be determined, and the simplest form of regulation required to meet that objective should become the basis for licencing. For example, upon paying a nominal fee, an angler would receive a licence which allows him to possess only one fish. Should an angler wish to catch more than the basic number, then a higher fee would be required. Furthermore, regulations respecting the time, place and other restrictions would be necessary. This system fulfills the mandate of fisheries managers which is to provide an outdoor opportunity based on an angling experience. The system also eliminates any chance of accidentally or unknowingly breaking the law.

Enforcement Programs

The Problem

The simplest way to increase enforcement effectiveness would be to increase the number of enforcement officers. More uniformed officers in the field increases the chance of detecting violations, and provides a deterrent to would-be violators.

I am reluctant, however, to seriously suggest radical increases in enforcement staff because experience has shown that, with today's fiscal problems, another aspect of fisheries management may suffer. Generally, the budgets of provincial fisheries departments are strained to the limit. Finding dollars to support increases in enforcement may mean reductions in research or operations.

The average outdoor enthusiast and those who live in rural areas tend to share a common interest in protecting natural resources. It has been the experience of our Department of Natural Resources that, until recently, people were reluctant to report violations, either because they didn't know where to make the report or felt that they might be viewed as "stool pigeons". Often when reports were made, they were incomplete and frequently too late to be of value.

The Solution

A program to detect and report wildlife and fisheries violations was implemented in Manitoba in August 1985. The objectives of the TIP (Turn in Poachers) program are:

1. To increase public and non-government organizations' participation in resource enforcement activities;

2. To provide the public with 24 hour telephone access to the department in order to report violations; and

3. To improve departmental effectiveness and efficiency in dealing with violations.

The program offers no monetary rewards, merely the satisfaction (from the public or resource user's perspective) of being able to do something for the protection of a resource in which *everyone* has a vested interest.

Without question, the TIP program has proved to be successful. A total of 521 calls have been received to the end of August 1986 resulting in 103 prosecutions. The total cost of the program, including administration and field costs is just over $54,000 annually. Cost per call is $122, while the cost per prosecution is currently $765.

To date the most frequent prosecutions have been:

— hunting on private property without permission;

— night hunting; and

— discharge of firearms from the roadway.

During the period August 1st — August 15th, 1986 a total of 19 calls was received (9 wildlife, 10 fish) resulting in 11 charges (9 for sportfishing offences, mainly overlimits, 2 offences for wildlife night hunting).

It is interesting to note that calls have been received concerning offences before they've happened, as was the case involving four persons apprehended with overlimits of fish returning from a remote northern lake. (They had obviously been overheard planning the event).

Also gratifying is the fact that calls are being received from the native community and successful investigations have been conducted as a result.

Future plans for the Manitoba program are:

1. TIP has become an operating program of the Department of Natural Resources.
2. In support of the program, the Department of Natural Resources will seek cooperating agreements with non-government organizations as part of future planning.
3. Data will be entered on computer to facilitate analysis and future planning.
4. TIP phone numbers will be listed in both the City of Winnipeg and provincial telephone directories.

   City of Winnipeg number will be: 945-0086. Provincial toll free number will remain: 1-800-782-0076.
5. TIP promotion cards supplied by the Manitoba Wildlife Federation are being distributed to provincial licence vendors.
6. A TIP toll free number has been included in the angling and hunting brochures.
7. TIP lines will be answered in person 24 hours per day, 365 days per year.
8. The Department of Natural Resources' goal will be to improve response time. Specifically, priority calls are to be actioned with ½ hour of receipt.

What can non-profit groups do to support a similar program in your province?

1. Program promotion.
2. Input and advice on future "fine tuning".
3. Research assistance (comparison of Manitoba TIP program to programs in other jurisdictions).
4. Distribution of information material to landowners, businesses, etc..
5. Liaison with media outlets.

In summary, enforcement is a necessary element of any fisheries management program. To prevent accidental non-compliance with regulations, it is recommended that a simplified system of licencing be adopted for the angler who participates in the experience only occasionally.

Enforcement effectiveness can be increased by enlisting the support of the general public to detect and report violations.

CONFERENCE PAPERS

Promoting Public Education/Awareness

R.G. Morgan
Ontario Federation of Anglers and Hunters

Introduction

I have been asked to address the topic of "Promoting Public Education and Awareness" within the overall context of fisheries conservation. With the full knowledge that everyone on the face of the earth is a communications expert, and that we all start promoting our own opinions from the moment we leap from our mother's womb crying and screaming, I will humbly attempt to give you my personal perspective on the matter.

Problems and Challenges

Promoting fisheries conservation must be the world's simplest communications task. There are few real problems to it except possibly:

1. finding enough dollars to take advantage of all the opportunities or;
2. ignoring some of the opportunities, and only taking advantage of those which are immediately affordable.

Promoting fisheries conservation is much like any other promotion. You have a sale to make. That's all. Nothing more. Nothing less. You are merely trying to make a sale.

There are three basic elements to any successful sale. You need a willing seller, a willing buyer, and a worthwhile product. Clearly, in promoting fisheries conservation, for the most part, we have all three elements.

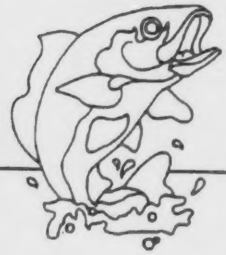
Judging by the draft National Statement on Recreational Fisheries, and the people I see at this conference, we do have willing sellers. According to the surveys, we should have seven million willing buyers, since there are that many anglers who fish in Canada. And clearly, in fisheries conservation, we do have a worthwhile product. Although, it is one which is occasionally misunderstood.

Now, what about that misunderstanding? Will the fact that the term "fisheries conservation" means different things to different people be a problem in selling our worthwhile product? I think it will. Will it mean the buyers aren't as receptive to the message as even they would like? I think it will.

Is fisheries conservation improving habitat or cutting seasons? Is it supplementary stocking or slotted size limits? Is it catch and release fishing or is it cleaning up pollutants? Is it targeting underutilized species, or is it banning the gillnet? Is it reducing creel limits, punishing poachers, preventing agricultural draining of spawning streams, or eliminating subsistence fishing during spawning periods? Or is it all of the above?

The answer is likely all of the above and then some. But if the person you are targeting doesn't see the entire picture or, more importantly, doesn't care, then you really do have a challenge. And that challenge will indeed be a problem if fisheries managers and governments aren't fully committed to addressing their end of the conservation concerns before asking the average sports fisherman to do his bit.

For example, you can't ask average fishermen to accept harvest reductions if, on the same body of water, they see incidental catches by gillnets, or native fishermen taking



fish during spawning times. On the other hand, you can't expect natives to quit fishing at spawning times if they see governments doing little about acid rain, pollutants, or agricultural drainage. So the major challenge, if not a major problem, may be government credibility.

How committed are our provincial, territorial, and federal governments to the national statement? How committed will they be? Are all Ministries in those governments going to be committed?

Will Ministries of Agriculture take action to prevent drainage projects on spawning streams, or will they continue to encourage the work with financial subsidies?

Will Ministries of the Environment jail consistent polluters and upgrade fines? So contaminating our waterways and our fish is cause for more than just a slap on the wrist?

Will the Fisheries Act of Canada be beefed up, or will Fisheries Ministers continue to grant exemptions or fail to lay charges?

It will take far more than a national statement and action by Fisheries Ministers to give credibility to the message. It will take a solid commitment by all government Ministries, and all Cabinet Ministers. It will take solid action, not just lip service.

I, for one, can't see that solid action coming. Despite the nice sounding national statement, I'll believe the First Ministers and their colleagues are committed to fisheries conservation only after I finally see some realistic consideration for fisheries by other Ministries. And I know a lot of Canada's anglers feel just as I do. Lord knows, we've pushed for broader action for years, with little success.

Another problem I see lies in the fact that laws and philosophies have to be perceived as fair before they generate any reasonable level of compliance.

I am sure the majority of Canadian sports fishermen believe in fisheries conservation. As I already stated, many of us have been pushing it for years. In fact, I think many anglers believed in conservation long before governments did, and have been leading the way for those many years.

However, time and time again, I have seen genuinely concerned and responsible anglers balk at proposed restrictive regulations because they felt that they were being unfairly singled out. They felt they were only one element in the total picture. But they were the only element being addressed.

For example, it appears that some natives do have special rights. However, I can tell you that when non-natives are asked to obey restrictive laws or voluntarily release fish on a body of water where natives do not, the law is likely to be perceived as unfair, and the anglers are likely to ask: "why bother?". How do we overcome that problem?

Another example might be encouraging trout fishermen to live release their catches while still allowing commercial fishermen to use gillnets, and incidentally catch and kill the

same species. Ask the commercial fishermen to switch to trap nets and then watch how much fairer anglers perceive your philosophies to be.

Whether lack of funding will create a problem in trying to promote public awareness of the need for fisheries conservation will, of course, be a matter of whether governments are sufficiently committed to the national statement and its philosophies. But again, I remind you that it will take government credibility, perceived fairness, as well as the funding, to turn public awareness into public acceptance.

Current Situation

Across Canada, nongovernment organizations (NGOs) have done quite a bit to promote both the need for fisheries conservation, and fisheries conservation itself.

Muskies Canada is a member group of my own association, the Ontario Federation of Anglers and Hunters. That group has been promoting the need to live release muskellunge by awarding crests and certificates to anglers who do. The Atlantic Salmon Federation has an even more intensive program which includes among other things, a fifteen-minute video on catch and release.

Our own Federation amended our Molson Big Fish Contest Award Program by adding a complete Live Release Division. In ten different categories, smallmouth bass, largemouth bass, lake trout, brook trout, brown trout, rainbow trout, salmon, pike, walleye, and muskellunge, anglers successfully releasing their catches can receive decorator prints, certificates, rods and reels, outboard motors, and even cash. We also printed and distributed 2,000 posters showing anglers how to live release their catches.

In order to encourage fishing derbies to promote conservation, our Federation recognized we couldn't stop them, but we could improve some of them. Therefore, we devised a set of rules that encouraged live release, included a size limit, lowered the number of participants, cut daily limits in half, and made live wells mandatory. We even designed plans for a portable live well and published them, and encouraged that tournament proceeds should be used for conservation.

In addition, our organization runs a substantial Report-A-Poacher campaign across Ontario, complete with television and radio commercials, newspaper ads, posters and report cards.

Across Canada, several of the provincial wildlife federations, including ours, run annual Junior Conservation Schools where teenagers are taught the importance of conservation.

At sportmen's shows and fishing clinics, we constantly emphasize the need for conservation along with the fun of fishing.

In magazine articles, news releases and talk shows, we constantly promote conservation. Our Ontario Federation even goes into elementary and secondary schools to preach our gospel.

Some trout clubs manage stretches of steams with flys-only regulations, and barbless hooks only, and one-fish limits.

Of course, as wildlife federations lobby governments and take their concerns to the public, they are increasing public awareness of conservation needs.

Governments have been involved. Perhaps Manitoba is the most obvious example with its "Go Barbless" live release program. Fisheries managers there produced an impressive array of different materials promoting this aspect of conservation.

Most provincial fisheries departments also accept opportunities for their staff to tell anglers how necessary their latest regulations are for the future of our fisheries. They usually find a receptive audience. But I sometimes wish they would preach conservation in government itself more effectively.

Of course, most Natural Resources Ministries have communications services branches which dabble at increasing public awareness of the need for conservation. But, in my opinion, most such branches are self-serving, and primarily designed to pat the Ministry on the back, or make the Minister and government look good. To me, such branches are an awful waste of money when you consider how much good their talents could do if they were channelled differently.

Even some businesses get involved in promoting fisheries conservation. Some northern lodges only allow their guests to keep one fish during a holiday. And at least one lodge on the Manitoba/N.W.T. border doesn't allow guests to keep any fish.

Sports Mitchell helped our Federation raise money for the battle against acid rain. Abu-Garcia distributes cards for people to mail to Prime Minister Mulroney expressing concerns about acid rain. Mercury Marine will give prizes to any derby which adds live release rules. And several companies have sponsored angling group activities across Canada.

Individual anglers themselves promote conservation with their ongoing peer pressure.

Recommendations

So what solutions do I have to offer for the problems of increasing public awareness, and what vehicles can I recommend to effectively carry the message?

1. Improve governments' credibility on all matters relating to fisheries conservation. I don't suppose I need to elaborate any further on this recommendation beyond what I have already stated. However, it is more than incongruous, it is downright ludicrous to allow other Ministries to condone actions detrimental to our sports fisheries, while all the Fisheries Ministers and angling groups promote conservation. I firmly believe government fisheries managers should determine all the programs of governments which are directly or indirectly detrimental to fisheries conservation and ask Ministers to take these matters up with their respective Cabinets and First Ministers. You will never be in a better position than you are right now, after the June 21 release of the draft National Policy Statement on Recreational Fisheries. Strike *now*, or forever regret the fact that your best efforts won't be good enough.

2. Remove, or at least properly explain, seemingly unfair fishing practices. I refer again to the widespread use of gillnets, the out of season fishing by natives, the low level of

enforcement which makes it easy and profitable to poach. Ideally, if you want sport fishermen to comply with conservation regulations and philosophies, governments must remove such incongruities very quickly. Only where that's absolutely impossible should you be forced to explain the rationale and seek public approval.

3. Seek increased funding from the Central Treasury for communicating the message. We apparently now have general agreement from First Ministers as to the importance of recreational fisheries and fisheries conservation. There could be no better time for fisheries managers to request increased budgets to help preach the gospel.

4. Preach the Gospel. We clearly do have a gospel to preach, and if items #1 and #2 dealing with government credibility and perceived fairness are resolved, we should have a receptive audience. How we preach the message will then determine its effectiveness. Here are a host of suggestions that come to mind:

   i) Provide federal and/or provincial funding and speakers for annual angling workshops/conferences to be hosted for sport fishermen by the provincial nonprofit wildlife federations. (In the larger provinces such as Ontario and Quebec, perhaps two would be necessary.)

   ii) More aggressively work with wildlife federations and angling clubs to provide interesting guest speakers for their meetings.

   iii) Produce some audio-visual presentations in cooperation with the nonprofit provincial fishing groups to be show at cottagers' associations meetings, rod and gun clubs, and service groups.

   iv) Initiate articles and shows on fisheries conservation, and recreational fisheries with the mass media (C.B.C., C.T.V., newspapers, magazines, etc.).

   v) Run federal/provincial advertising campaigns in significant angling magazines. Placing these advertisements through provincial wildlife federations may result in some cost efficiencies or freebies due to those associations.

   vi) Use appropriate, timely conservation messages on *all* outgoing government envelopes, and supply similar postage meter slugs to appropriate nongovernment groups.

   vii) Encourage sport fishermen to join existing fish and game groups. Strengthening those organizations will automatically increase the support for conservation.

   viii) Approach community colleges and universities to see if their marketing classes would like to develop a regional or provincial campaign to promote particular aspects of fisheries conservation or the concept in general.

   ix) Through their publications and meetings, and through direct mail, talk to drainage engineers, municipalities, etc., about the importance of sports fisheries, and the effect of their activities.

   x) Assist provincial nonprofit groups to set up provincial or regional fishing/conservation schools, perhaps by funding their coordinators.

xi) Encourage manufacturers to include a conservation message in their advertising schedule.

xii) Establish in each province a toll-free Report-A-Poacher hot line. This would indicate to the public how serious fisheries conservation really is.

xiii) Make funding available for other fisheries conservation communications initiatives by nonprofit groups, not just the stocking and habitat work such as is covered by Ontario's Community Fisheries Involvement Program.

xiv) Fund a Provincial and National Angler of the Year Program through the Canadian Wildlife Federation and its provincial affiliates. Each province could recognize one outstanding fisheries conservationist as its provincial angler or fisheries conservationist of the year, and then one of those finalists would be selected as the national winner. Such recognition would stimulate new initiatives, and highlight the importance of conservation.

In closing, I must tell you that I am most excited at the opportunities which seem to exist as a result of the apparent support of the First Ministers and Fisheries Ministers. Those of you who are government fisheries managers have had a great door opened for you. You should be sure you take advantage of it *now* ...not tomorrow. Now is the time for you and your staff to burn the midnight oil, and to attempt to solve all the problems you felt you couldn't.

Strike *now*, while the iron is hot, or your future, your programs, and our fisheries will suffer.

CONFERENCE PAPERS

Breaking the Funding Restraint Barrier: Financing for Recreational Fisheries Programs

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Canadian Wildlife Federation

Introduction

In the 1980s, fiscal restraint in program expenditures has become a persistent if not permanent feature of the budgeting and planning processes of federal, provincial and territorial governments.

The budgets and personnel of fisheries management and habitat protection programs are being drastically reduced. At the federal level, there was the loss of 175 positions at the Department of Fisheries and Oceans headquarters earlier in 1986. Cuts in the department's regional programs have now been announced. Fisheries program reductions at the provincial level have also been significant over the past few years.

Even as governments reduce budgets and personnel levels associated with fish habitat protection and rehabilitation and fisheries management, the need for increased levels of support for these activities grows. The problems of the fisheries are increasing not abating. They include loss and degradation of fish habitat wherever there are industrial activities or urban development; acidification of central and eastern Canadian lakes and streams; accumulation of toxic chemicals such as dioxins, heavy metals and pesticides in fish tissues; growing fishing pressures and access; and poaching and unethical conduct by fishermen.

The situation is not as bleak as it may appear. Recent surveys have clearly demonstrated that Canadians are extremely concerned about the quality of their environment (including fish and wildlife habitats) and are willing to pay more to ensure that it is protected. And examples in several jurisdictions have shown that, with appropriate incentives and support, user groups are prepared to assist with the work of resource conservation, both with their labour and with their pocketbooks.

The problems for government fisheries agencies and for conservation organizations, then, are how to best use the reduced budgetary resources that are available and how to find new sources of funding for recreational fisheries programs. In other words, how to do more with less and how to break the funding restraint barrier. The May 1986 Wildlife Colloquium on this subject was an excellent first step towards addressing these issues. A widely held view at the Colloquium was that our overall objectives should be: to develop broader and more flexible policies; to implement new institutional structures and arrangements that are adapted to the new fiscal realities; and to arrive at a new understanding of the respective roles of federal, provincial and territorial governments and the private sector in developing these policies, structures and arrangements.

If we are to do more and better with the resources we have, governments, with the assistance of conservationists, must rethink their role in managing fish resources, protecting and improving fish habitats and enforcing fisheries laws. Fisheries agencies must vigorously explore opportunities for cooperative and delegated management initiatives. To cope with the current fiscal realities, these agencies must increasingly act as coordinators and supervisors of the conservation and management activities of a host of non-government organizations, private and Crown corporations, cooperatives, landowners and volunteers. In other words, less leg and arm work (e.g., collecting data in the field and "hands-on" management) and more brain work (e.g., research, policy development, program design, information processing and analysis and communication).

Fisheries agencies do not have, and will not have in the foreseeable future, the financial capacity, the expertise or the personnel to accomplish all that is expected of them. Governments, then, must attempt to take advantage of all of the resources that individual Canadians, conservation organizations, community groups and businesses can offer towards furthering the goals of fisheries management.

Moreover, governments must make serious attempts to ensure that the users of fisheries and water resources pay for services provided and resources consumed. Fish resources and fish habitats are not just aesthetic amenities but also commodities, and our political and economic institutions have so far not valued them very highly in comparison with other resources. And for the most part, users cannot now acquire a real stake in the fisheries because of the common property concepts which permeate their management.

Prices imposed by governments for benign consumptive (e.g., recreational fishing) and non-consumptive (e.g., park-visiting) uses should at least reflect the cost of providing services to users. Fees should also be charged for uses that degrade or destroy fish habitat (e.g., mining, forest and manufacturing industries, and agricultural and urban developments), and these should be at levels that reflect the genuine value of the fish and water resource that is being used or abused. Approaches that augment the value of fisheries and fish habitat, such as permitting the transfer or sale of harvesting licences and quotas, are probably essential if we are to halt the declines in our fisheries and achieve better management of them.

First principles for doing more with less might be as follows:

- develop new, broader and more flexible policies for fisheries management;
- decentralize and delegate habitat protection and rehabilitation, information dissemination and aspects of management and enforcement activities;
- encourage the broadest participation among individual Canadians and organizations in these activities; and
- ensure that prices charged for the uses of fish resources and fish habitats are commensurate with the cost of providing services to users, or are equivalent to the values lost by abuse.

It is important to recognize that the inadequacies in our management of fisheries and fish habitats are deep-seated and structural in nature. Measures to increase funding or to make better use of existing funding may help alleviate some symptoms, but will not solve the structural problems. We will need to change our thinking about our management of common property resources in a fundamental way in order to address this problem.

The balance of this paper is divided into two sections that attempt to expand on the principles and concepts that have been outlined above:

- using existing government funds more effectively;
- raising additional funds for fisheries management.

The first section examines some of the attempts by governments to reduce expenditures by privatizing or delegating conservation and management activities, by deregulating activities that commercially exploit fisheries resources and by the introduction of transferable licences and quotas. The second section deals with revenue generation in two areas: proper pricing for use of fisheries resources and designated income taxes or tax checkoffs.

Using Existing Government Funds More Effectively

Volunteers

Volunteers can be enlisted to assist in the enforcement of fisheries regulations and to conduct surveys. In British Columbia, for example, volunteer anglers are helping to fill the gaps in the enforcement of regulations caused by the 1983 government cut-back of conservation officers from 121 to 109. Under the Observe, Record and Report program (ORR), volunteers place notices on vehicles they encounter on backroads to deter poachers. The notice reads: "Greetings fellow outdoorsmen. We hope you are enjoying your re-creation. Please help us observe, record and report unethical and unlawful practices against wildlife, livestock and public and private property. Report violations. Have a safe and successful outing." A copy of the notice, which also lists the time, date, location and description of the observed vehicle, is sent to the local conservation officer. If poaching occurs, the officer can refer to the notices and determine which anglers and hunters were in the area at the time. Volunteers have no powers of arrest but can testify in court against poachers. This is an important restriction because volunteers may not have the immunities from civil suits under public authorities protection statutes that conservation officers have.

Native and local fishermen can be used to assist fisheries biologists in conducting surveys on fish populations. The experience and expertise of local people can be invaluable to biologists, by saving time and money in the field. For a relatively small investment, volunteer fishermen can be trained to collect data as part of their harvesting activities. The use of native people as field technicians and data collectors, as part of the overall management process, can also help to alleviate tension between the largely non-native fisheries biologists and native fishermen over appropriate conservation and management methods.

The Community Fisheries Involvement Program (CFIP) sponsored by the Ontario Ministry of Natural Resources (MNR) is a joint venture between the Ministry and volunteer conservationists to improve the province's fishery resources. CFIP has been in operation for three years. Its projects include stream rehabilitation, fish stocking and the creation of spawning beds.

These projects are designed to provide a "hands-on" experience for volunteer anglers under the direction of MNR staff and using MNR-supplied equipment and materials. The cost of the CFIP program in the 1984-85 fiscal year was $337,100. But the total value of the work performed by fishing enthusiasts and community groups was close to $2 million.

Volunteer effort may often be more effectively marshalled by non-government organizations than by governments. Some individuals may be uncomfortable "working for the government" when they already pay taxes.

The use of volunteers has various benefits. First, there is the obvious benefit that the productivity of paid conservation officers and research scientists can be increased. The second benefit is that volunteer-staffed projects involve consumptive and non-consumptive users of the fish resource in conservation activities and in the management and enforcement of fisheries regulations. This creates a greater community of interest between government officials and unpaid fisheries users. It also breaks down the "us vs. them" syndrome under which enforcement officers are viewed as "the enemy" by some users. A third benefit is that volunteers are educated about the importance of fisheries conservation, thus creating a stronger defence against breaches of the law.

However, as noted by David B. Perry of the Canadian Tax Foundation at the Wildlife Colloquium, volunteers are not really free but must be supported by government resources. Volunteers' time is limited. Their experience and skills are uneven. And they must be treated generously lest their enthusiasm lag and the volunteer programs run out of willing bodies. These points must be taken into account in the design of programs.

Non-governmental Conservation Organizations

The term 'privatization' is currently very much in vogue in government circles and sustains a variety of meanings. In this paper, privatization refers to a process whereby the administration, financing or staffing of certain government functions and services is transferred to, or shared with, private sector organizations such as conservation groups or businesses. The goal of privatization, of course, is to take advantage of the strengths and efficiencies of the private sector, where appropriate. Privatization, so defined, has considerable potential as a means to achieve specific resource management, conservation, and education goals efficiently and inexpensively. This is not to say that privatization is always appropriate or risk-free.

The federal and provincial governments share overall responsibilities for fisheries management and clearly must retain a core of expertise to carry out this responsibility. For example, fisheries agencies must retain the capacity to conduct long-term fisheries research and monitoring. Angler organizations and businesses lack the necessary expertise, and universities usually must produce visible (and publishable) results quickly and cannot be expected to devote resources to these long-term activities on a continuing basis. Ultimate accountability for conservation of fisheries resources and the protection of fish habitats remains federal under the Constitution.

Having stated these caveats, it must be pointed out that a number of interesting privatization initiatives are being undertaken in various jurisdictions in Canada, including the following:

1. The zones d'exploitation contrôlées (Québec)

2. Freshwater Fisheries Review (Canadian Wildlife Federation)

3. Wildlife Habitat Canada

4. Non-Governmental Organizations Program (Canadian International Development Agency).

1. Zones d'exploitation contrôlées (Québec)

One of the most sweeping examples of privatization of government services is the establishment of Zones d'exploitation contrôlées (ZECs) in Québec. The ZECs were created after the 1977 abolition of some 1,164 private hunting and fishing clubs, which had had exclusive hunting and fishing privileges on Crown lands, including some of the best hunting and fishing in the province.

After the private clubs were abolished, the provincial government was compelled to enforce wildlife regulations in the territories formerly occupied by the clubs. The Ministry of Tourism, Fish and Game (Ministère du Loisir, de la Chasse et de la Pêche) soon found that the force of 400 game wardens was unable to properly patrol the 41,600 square kilometres of newly-accessible lands in addition to carrying out its previous responsibilities. Instead of increasing expenditures on enforcement, the Ministry developed a plan that called for non-profit fish and game associations to manage these territories.

The ZEC associations operate under exclusive grants of land from the provincial government and provide access for fishing and hunting to the general public on payment of a membership fee and daily access charges. A ZEC membership provides Québeckers with access to prime fish and game territories, and also the opportunity to become involved in the management of the province's renewable resources.

Although the 55 ZECs established in 1978 initially received provincial grants for four years, 25 were bankrupt by 1981 and management of wildlife on these lands was transferred to the Ministry. Today there are 67 ZECs (covering 44,000 km2) with 50,000 members and directed by 650 unpaid administrators. Family membership fees for each ZEC association are fixed at $25 by the Québec government. Each ZEC association sets the daily access and usage fees for its area, but these cannot exceed government-prescribed maxima. Examples of usage fees in ZECs are: $10 per day for fishing, hunting and trapping and $25 per day for big game hunting. In the 7 salmon ZECs, fees are $35 per day in zones with no quotas and $75 per day in zones with quotas. In addition, there are fees for access by vehicle, $3 per vehicle for one person and $5 per vehicle for two persons.

The fees charged for hunting and fishing outside the ZECs are much lower (e.g., $5.25 for a fishing licence, $6.25 for a small game hunting licence, $10 for a deer hunting licence). This difference in usage fees between ZECs and non-ZEC areas seems to have caused a substantial drop in the number of ZEC members, from 115,000 in 1980 to 50,000 in 1985. Some anglers explain this membership slide by saying that fishing in ZEC territories is simply too expensive.

The ZEC approach seems to be more politically acceptable than the former system of private clubs operating on public lands. However, the two-tier fee schedule for recreational use of wildlife resources in Québec may be causing over-exploitation and inadequate conservation in both ZEC and non-ZEC areas. Some ZEC associations are over-exploiting their wildlife resources to raise revenue and to ensure that no deficits are incurred. Even though most ZEC associations are now financially stable, it cannot yet be said that they are effectively managing the fish and wildlife in their areas. The lower hunting and fishing fees in non-ZEC areas may be leading to increased demand and resulting stress on their resources. Finally, the government's hands-off approach to fish and wildlife manage-

ment in the ZECs is viewed by some as an abdication of its duties to the people and resources of the province.

2. Freshwater Fisheries Review (Canadian Wildlife Federation)

In 1984, the Canadian Wildlife Federation (CWF) decided to take on one of the most widespread conservation challenges in Canada — the slow but steady collapse of our freshwater fisheries. In 1985, the CWF launched a three-year national review of this 'creeping crisis'. Phase I, which is being conducted by a leading fisheries biologist and a senior official from the Department of Fisheries and Oceans (seconded to CWF), has documented and described the status of these fisheries and highlighted the management issues and problems that beset them. Phase II will begin in late 1986 under the leadership of Dr. Peter Pearse, and will resemble, to some extent, a Royal Commission, with submissions received from, and interviews conducted with, interested parties across the country. This phase will end by recommending to federal and provincial governments the goals and strategies required for the effective management of Canada's freshwater fisheries. We invite all interested parties and individuals to ensure that their views are brought to the attention of the review team over the next few months.

The Canadian Wildlife Federation has devoted substantial staff and financial resources ($400,000) to the review, which is being conducted independently of the federal, provincial and territorial governments. The federal government, however, is contributing the services of the senior DFO official who is coordinating the review. By way of comparison, the recent Royal Commission on Seals and the Sealing Industry in Canada was originally budgeted for $2 million and will have probably cost the federal government considerably more by the time the bills are all in. The Royal Commission on the Economic Union and Development Prospects for Canada (Macdonald Commission) cost Canadian taxpayers about $20 million.

Direct comparisons of costs and benefits of these three initiatives is not attempted here. Nonetheless, it seems fair to suggest that these public reviews may often be accomplished more cheaply if private sector organizations can be persuaded to provide financial or personnel resources in support. Several advantages of having non-government organizations conducting an inquiry such as the Freshwater Fisheries Review suggest themselves.

Charitable organizations such as CWF are able to raise funds from interested publics to defray the costs associated with non-governmental inquiries. As indicated above, the administrative and salary costs of non-governmental organizations (NGOs) tend to be lower than for governments for various reasons. Perhaps the most important of these is that NGOs tend to be more cost-conscious, relying as they do on their members and supporters for funds, and not on the general taxpayers.

Finally, credible NGOs may be able to act as a catalyst for developing public support and allocation of funds for investigation of resource or habitat problems through an inquiry or review. In the case of the freshwater fisheries, governments, user and conservation groups have been aware of the worsening problems for many years. Cooperative efforts to address these problems were stymied by federal-provincial jurisdictional issues, administrative roadblocks, inadequate communication and lack of focused public concern. The

CWF was able to provide that focus. Hopefully we will also be able to motivate governments to act on the recommendations of the review.

3. Wildlife Habitat Canada

Established in 1984, Wildlife Habitat Canada (WHC) is a charitable organization dedicated to conservation, restoration and enhancement of habitat to retain the diversity, distribution and abundance of wildlife in Canada. Although the projects of WHC primarily involve the acquisition of land or interests in land, WHC also funds habitat rehabilitation and research. Wetland protection was the main focus of the 1984-85 program. Initial funding for WHC was provided through a $3 million Environment Canada grant. Revenue from the $4 migratory bird stamp, which must be purchased by migratory bird hunters, also goes to WHC. It may provide an interesting and useful model for the development of a similar organization directed to the furtherance of fish habitat protection and rehabilitation.

Charitable NGOs such as WHC are also able to use their tax-exempt status and rights to issue taxation receipts to encourage landowners to donate land interests to them. The donation of land to charity is financially attractive to donors in that, although the gift is a deemed disposition under the Income Tax Act, owners of capital property now enjoy a $500,000 lifetime exemption from capital gains tax. This means that a landowner could donate a property worth, say, $100,000 to a wildlife charity and receive a tax receipt for this amount. In addition, under the rules introduced in the May 1985 budget, no capital gains tax is payable on much, if not all, of any increase in value of the property since its acquisition by the donor.

4. Non-Governmental Organizations Program (Canadian International Development Agency)

A model for a privatized fisheries organization might be the Non-Governmental Organizations Program, administered by the Canadian International Development Agency (CIDA). A pioneering concept in 1968 – a program of cooperation between the government and private agencies working in the Third World – it has developed into a unique and productive partnership which, through the provision of CIDA's matching grants, has had a multiplier effect on Canada's total assistance effort and a great impact in developing countries. In 1968, the first year of operation, the program disbursed $5 million to 20 agencies for 50 projects. In 1983-84, NGOs received $81 million for some 3,000 projects. Even more telling, in 1968 the NGOs raised an estimated $5 million in donations from the private sector. In 1983, contributions totalled more than $150 million.

Some of the advantages to CIDA in using NGOs relate to the lower salary and administrative costs suggested earlier. Moreover, the NGOs are project-oriented and do not necessarily need to be permanently instituted and housed. As indicated, NGOs raise significant amounts of private funds and can be located in the country or region where the work is being carried out.

To summarize, non-governmental organizations can greatly assist wildlife agencies in reducing costs and improving efficiency. Many NGOs have considerable expertise and fund-raising ability that has yet to be exploited. Privatization initiatives, such as those

described above, can be beneficial to the government and the public, but also to the NGOs themselves. Such cooperative management programs provide focus and direction for the NGOs and help them accomplish their own objectives.

A final caveat. Conservationists should carefully examine proposed cooperative management or other privatization schemes to make sure that governments are not simply transferring entire program responsibilities to NGOs. It is appropriate for NGOs to assist governments and thereby increase the efficiency and productivity of fisheries agencies by:

- supplementing existing fisheries programs;
- administering specific projects on behalf of those agencies; and
- educating the public about conservation and resource management.

It is not appropriate for governments to transfer core fisheries management responsibilities such as long-term research to NGOs, and refer to this shuffle as a new initiative. Such ploys are an abdication of government duties and do not deserve support.

New Approaches to Fisheries Management

Deregulation of Fisheries

Deregulation, like privatization, is a term that is associated with the current U.S. administration. As such, it has a tendency to inflame political passions here in Canada. Nonetheless, deregulation of certain aspects of fisheries management may have salutary effects in reducing government expenditures and increasing the effectiveness of fisheries management. Fisheries regulations have become enormously complex and expensive to enforce, as governments have piled restraint upon restraint in efforts to control entry to the fisheries and prevent over-harvesting of fish stocks. Review and simplification of this lattice of regulations is long overdue. Decentralization of responsibility and delegation of management powers to local agencies may remove the need for much of it.

Transferable Licences

One idea that attempts to replace bureaucratic controls over fishing by market forces is the concept of transferable commercial licences established in the Lake Winnipeg and Great Lakes commercial fisheries. Normally, commercial fishing licences are non-transferable. That is, a licence once issued to a particular fisherman cannot be sold to another.

Under a system of transferable commercial licences, the licenced fisherman is permitted to harvest a specific quota of fish of a particular species in a particular place over a specified period of time. He is entitled to sell his licence together with his quota to another fisherman for whatever the market will bear. This element of transferability creates marketable property rights, which are, in effect, owned by the fisherman. The Ontario and Manitoba transferable licencing schemes do, however, incorporate restrictions that attempt to prevent the concentration of licences (and quotas) in too few hands.

Transferable quotas and licences have big advantages for governments. Often, when there are too many fishing operators for the available fish stocks (the usual situation), and profits and resource rents are dissipated through excessive capital expenditures to improve competitiveness in the race to the fish, the government has little recourse save to "buy back" licences to reduce exploitation and restore economic viability to the industry. However, under a transferable licence scheme, no buy-backs are necessary because fishermen are entitled to purchase licences from each other. So marginally economic and retiring operators can sell out their shares. Thus, the number of competitors in the fishery reduces over time. Because individual quotas are set and can be traded between fishermen, the race to the fish is reduced. Fishermen can take their quotas at any time during the season, and the pressure to over-capitalize vessels and gear and so dissipate profits is diminished. Boom and bust cycles can be avoided. Commercial fishermen can become businessmen rather than adventurers. Such a system should result in considerable savings to governments over the long run, as well as offering the best hope for fishing industry profitability and resource stability.

Rethinking our Approach to Fisheries Management

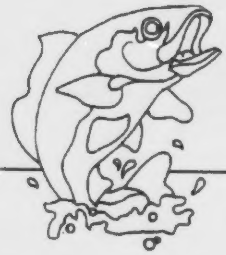
According to Peter Pearse, who gave the keynote address to the Wildlife Colloquium, Canada's basic philosophy of fish and wildlife management may be obsolete. Our emphasis has been on Crown ownership of renewable resources, government management of resource husbandry and the strict separation of the commercial and recreational use of fish and wildlife resources. Dr. Pearse describes European management policies under which individuals and organizations are granted exclusive hunting and fishing rights over parcels of land. These private sector managers charge fees to clients for access privileges and so have a vested interest in long-term management. And they conduct their affairs with remarkably little government involvement or expenditure. Under these policies, game harvests are higher than in Canada. Wildlife delicacies are widely available in shops and restaurants. Landowners cultivate wildlife as diligently as land. They integrate its management with timber and other crops.

Dr. Pearse suggests that some of these ideas should be tried in Canada, at least on a pilot project basis, for example by allowing timber companies to manage fish and other resources on the lands they lease or by extending similar rights to rod and gun clubs. Such innovations could provide the best way out of the current resource management funding dilemma, yet be implemented within a structure which preserves government responsibility for fisheries conservation.

Raising Additional Funds for Wildlife Management

Making the User Pay

The fish resources of Canada are commonly thought of as an amenity provided as a free benefit to Canadians. Although fees are charged to recreational anglers and park visitors in most jurisdictions, they are rarely market-valued. That is, the fees charged do not meet the costs incurred by governments in providing and maintaining these amenities. In addition, users of fish habitat who destroy or degrade it are only rarely charged fees for such abuse. Industries that dump pollutants into rivers and agricultural and urban developments do not pay for the economic losses they cause by ruining or impairing fish



habitat. Implementation of the user pay principle could raise significant government revenue for fisheries conservation.

One effect of providing free or under-priced services to the public is to increase demand for these services.

The result of distributing government services free (or at less than the marginal cost of supplying them) is to increase the apparent need to expand the supply of such services to avert shortages and to satisfy the frustrated demand. In short, the failure to impose correct prices on the provision of goods and services which provide significant benefits to particular private individuals leads inevitably to increased pressure through the political process from these individuals for more such goods and services.

According to this analysis, the continuing destruction of fish resources and habitat may be a direct result of undercharging by public authorities for their use. At the same time, natural resource users are economically undervalued compared to other uses such as industrial, agricultural and urban development. The result is the current situation of increasing demand by recreational users even as fish habitat is lost to competing water uses.

Tentative, limited steps have been taken to "value" water and the fishing experience, that is, to treat recreational fishing as a marketable commodity, rather than as an amenity. Fees (albeit inadequate) for angling and park-visiting are one such step. The introduction of transferable licences for commercial freshwater fishing is another.

But in the long term, the solution is to implement structural changes that will ensure charges for the use of fisheries resources are in line with the associated marginal costs.

Angling in Canada is an extremely inexpensive recreation. Although most provinces require residents to purchase fishing licences, those that do charge a modest sum for a full season's fishing. The Government of Ontario has recently decided to institute a licencing regime for sportfishing. However, the fee will be only $10 per season for adults under 65 and $5 for senior citizens. Sportfishing licence fees in other provinces are similar. Federal annual sportfishing licence fees for the tidal waters off British Columbia are only $5 for residents.

A second approach to this issue of valuing or pricing the recreational uses of fish resources is to compare such activities to two other recreations — alpine skiing and golf.

Skiing and golf, like angling, are outdoor activities requiring a considerable capital investment in equipment. The structure of the ski and golf resort industries is such that prices charged should roughly reflect the market value of the activity. The daily cost of skiing at resorts ranges between $10 and $25, with season's passes selling for about $300. Golf costs about $15 for a round and $300 for a season's pass.

Clearly $5 or $10 for a year's fishing is cheap by comparison. As indicated, the failure of Canadian governments to "price" fish resources high enough to cover the costs of supplying services is depriving governments of revenue and may also be causing increased demand for fisheries-related activities — which in the long term may not be in the best interest of the resource.

Charging more for recreational fishing accomplishes several goals. First, it increases the amount of revenue flowing to federal and provincial treasuries that can be allocated to the conservation and management of fisheries resources. Second, increasing the fees paid by anglers may have the beneficial effect of decreasing the demand for those resources. In the context of fisheries management, demand translates as ecological stress on the resource. Higher charges can reduce stress on resources that are threatened or otherwise need protection. A third goal achieved is that the activity can then be fairly evaluated in comparison with competing uses of the resource and its habitat.

However, if anglers are to pay the marginal cost of government services associated with the conservation and management of resources, so also should other more destructive users. At present, industries, municipalities and government agencies are not charged fees for polluting water, for consuming the water that they use or for converting fish habitat to other uses. Polluters may be subject to criminal prosecution for violation of environmental protection laws. But the sums levied by way of fines are not a significant source of revenue nor generally a sufficient deterrent of illegal behaviour. However, industrial polluters are often subject to government orders that restrict or control the polluting activity. These orders may also require the particular industry to install pollution control devices that may be extremely expensive.

But it is virtually unheard of for industries such as pulp and paper mills, refineries, hydro-electric developments or other activities that degrade and destroy fish habitat to be charged regular fees for the privilege of using public resources, except through general corporate income and property taxation. Such resource users, whose activities impact directly on fish or their habitat, should be required to pay fees or at least to provide alternative habitat to replace the waters that have been degraded or consumed.

The September 1985 report of the Inquiry on Federal Water Policy advocates that the cost of providing water to users in the Northwest Territories and Yukon Territory should be reflected in charges for the use of that water. The Report notes that the Northern Inland Waters Regulations (Section 10.(1)) currently set out nominal rates for specific uses of water that require licences from one or the other territorial water boards, and recommends that:

> the Department of Indian Affairs and Northern Development, in consultation with the territorial water boards, should review the fees charged for water used under water licences in the Territories and adopt a systematic procedure for determining water charges.

The user pay principle should be extended beyond that recommended by the Inquiry. As a first step towards the proper pricing of fish habitat, consumptive users of water in the provinces should be charged reasonable fees for such use. The easiest way to implement this is probably to base fees on the number of litres consumed. Ultimately, uses that degrade, but do not consume, water should also be charged fees.

The political difficulties in implementing user pay pricing systems are considerable. Certain of those who enjoy free or subsidized services will complain mightily when attempts are made to ensure that charges are roughly equivalent to costs incurred in providing services. Charges for the implementation of user pay schemes for industrial or other organizations that degrade and destroy fish and fish habitat will also be protested.

Nonetheless, the imposition of correct pricing for the use of renewable resources and their habitat could yield tremendous revenues for governments and long-term benefits to renewable resources, if the political will could be summoned.

The present federal government has indicated a philosophical disposition, and some willingness, to implement user fees. For example, the federal government has implemented full cost-recovery for immigration visa applications at posts abroad. In other areas, charges are being imposed for many services or materials that were formally provided free of charge. For example, the National Capital Commission has announced that daily vehicle access fees of $3 will be charged to Gatineau Park visitors. Fees for other park services are also being implemented. Finally, the Natural Resources Study Team of the Nielsen Task Force has recommended that federal recreational fishing licence fees be increased.

Income Tax Checkoff Programs

A more politically acceptable method of raising funds for wildlife may be the income tax checkoff programs. Such programs for wildlife are extremely popular in the United States, having been adopted by thirty-two states since the first was introduced in Colorado in 1977. Taxpayers donate a portion of their tax refund to wildlife management in their state by checking a box on their state income tax form. Contributions under the wildlife checkoff program are deductible from income tax payable the following year. In the first twenty states to collect wildlife checkoff funds it was found that the range of total funds collected varied from a high of $1,748,449 in New York (1982) to a low of $74,500 in Alabama (1982). The total wildlife checkoff funds collected in the 20 states was estimated at about $6.4 million. Most of these checkoff funds (95.9 percent) were budgetted for non-game programs. Some states were legally bound to spend checkoff funds only on non-game programs. But a total of about 2.1 percent of the total amount spent was expended on the conservation of game species.

With modifications, the income tax checkoff programs established in the United States could be applied to Canada. However, there is a complicating factor in that the federal government collects provincial income tax on behalf of all provinces except Québec. Federal cooperation would be required if any province but Québec wanted to implement a checkoff program with respect to provincial income taxes.

An advantage of income tax checkoff programs is that the funds collected could easily be earmarked for fisheries conservation and management activities. These funds would be less susceptible to being siphoned off for other government expenditures than a general tax increase in favour of fisheries management. The other advantage of checkoff programs is that because they are voluntary they will not be viewed as just another tax increase.

Income Tax Increases

A new earmarked income tax for fisheries is not recommended for several reasons. One disadvantage of such a tax is that costs are spread out over the entire population and thus are not borne by those who enjoy and use fish resources. Moreover, it is unlikely that provincial governments, and especially the federal government, would seriously consider income tax increases for fisheries, given the increases in personal and corporate income taxes and sales and excise taxes in the February 1986 federal budget. Finally, there is extreme reluctance on the part of governments to earmark tax revenues for specific purposes. Earmarked taxes are not favoured because they increase complexity in a tax system that is already very convoluted, and because they limit the flexibility of governments to change expenditure priorities to reflect changing circumstances.

Conclusion

If government fisheries agencies are to do more with less and break through the funding restraint barrier, it is crucial that all conservationists, including fisheries managers, develop a new understanding of the role of government that is appropriate to the new era of shrinking or static direct budget allocations. This paper has not simply enumerated or catalogued various suggestions for saving on expenditures or increasing revenues. We have suggested that all of us who are concerned about fish and fish habitat must contribute to the review and development of new approaches to the management of the resource, and assist the fisheries and environmental protection branches with the work of conservation in ways that are appropriate and that do not infringe on the core responsibilities of government. Some of these approaches may involve radical changes in the way the recreational fisheries are managed. However, the need for new solutions is urgent. We should be prepared to set aside the traditional methods which may no longer be able to cope with our present problems, and put in motion the pilot projects necessary to test out the new ideas.

The challenges for fisheries managers are bound to become more complex in the 1980s. Not only will they have to oversee the efforts of their own staff (e.g., conservation officers), but they will also be called upon to work more closely with private sector conservation organizations and volunteer groups. The distinction between government and non-government sectors may become more difficult to discern as links between them grow stronger. But this may be a positive development, permitting volunteers and conservation organizations to become more involved with fisheries management and protection.

We have also suggested that those who enjoy recreational fishing should bear the costs of the services essential to fisheries conservation. The implementation of the user pay principle will not be easy. But the current exigencies may make this one of the best routes to follow. To place an economic value on what most of us think of primarily in aesthetic terms or as beyond economic valuation will not be an easy transition. But in our view it is essential to the conservation of our renewable natural resources.

CONFERENCE PAPERS

Recreational Fisheries Management Policy in Québec

Yves Jean
Quebec Wildlife Federation

On behalf of the members of the Quebec Wildlife Federation, I am pleased to present our views and recommendations regarding a recreational fisheries management policy in Quebec. Needless to say, Quebec's recreational fishery makes a very significant contribution to the province's economy. In 1980, it brought in an estimated $400 million. Each year, 1.5 million licences are issued for this traditional activity, for a total of $9 million. Although it is a flourishing industry, it depends on a fragile environmental equilibrium. As we know, Quebec is at present grappling with a number of problems relating to the management of fish stocks: habitat degradation, chemical contamination of fresh water, road construction, agriculture and growing commercial pressure on the freshwater fishery. The following are a few of the issues that the Quebec Wildlife Federation has defended for some time now.

1. Under the Environment Quality Act, the Quebec Wildlife Federation has applied to the court for an injunction against unscrupulous promoters who have illegally backfilled a section of the flood plain of Rivière Godefroy in the municipality of Bécancour. Along with other damage, they have destroyed part of a spawning ground of warm-water fish species of the St Lawrence River.

2. The Quebec Wildlife Federation has urged the Minister of Recreation, Fish and Game to abolish the Lac Saint-Pierre northern pike marketing project.

3. The Quebec Wildlife Federation has asked Environment Minister Tom McMillan to hold a federal-provincial meeting of the departments concerned, including Agriculture, Environment and Health, to seek solutions to the misuse of pesticides, which are accumulating in our soil, plants, water and fish.

4. The Quebec Wildlife Federation has asked Alcan to adopt an appropriate management plan to protect the largest population of freshwater salmon in a populated centre in Quebec and probably North America. The Federation has asked Alcan to take steps to protect, improve and facilitate conditions for the survival and reproduction of Atlantic salmon and to safeguard this heritage, rather than use Lac Saint-Jean for disposal of its wastes.

5. The Quebec Wildlife Federation has told the Quebec National Assembly committee on the forestry bill that it is not opposed to the idea of granting certain environments and wildlife species priority, but would prefer to see all species protected, and that it hopes that the Department of Recreation, Fish and Game will enact legislation to protect all wildlife species and their habitats.

I would like to begin by stating that the Quebec Wildlife Federation recognizes and supports the guiding principles and objectives proposed in the Canadian government's policy statement on recreational fisheries. However, we would like to draw your attention to a number of points which merit further consideration.

Given that governments and the recreational fishing community acknowledge the significance of recreational fishing, the importance given to commercial inland fishing in the first guiding principle must be questioned, as we have already pointed out. For some considerable time, the Quebec Wildlife Federation has been asking the Quebec Government, through resolutions adopted by its members, to abolish all commercial fishing in fresh water. The reasons behind this request relate to the conservation of fish habitat, the preservation of reproductive stocks and the fact that recreational fishing has a greater socio-economic impact than commercial fishing. We feel that this priority should be clearly defined in the first principle.

Second, the sharing of responsibilities for the conservation and judicious utilization of resources among governments, the private sector and associations of resource users necessarily involves a co-operative approach. According to the policy statement, the development of this co-operative approach implies that "the majority of the government/user co-operative initiatives will be undertaken at the provincial and local levels".

It is clear from the third guiding principle that the various levels of government must be partners in the management of Canada's recreational fisheries. The Canadian Constitution states that provinces have the proprietory right to fish in inland waters, that is the right to decide who may fish and under what terms. Consequently, the provinces are responsible for issuing licences for freshwater fishing. We will now examine the initiatives taken by Quebec to promote a co-operative approach.

I am sure you are aware that the management of Quebec's landmass is of particular interest in terms of a government-user co-operative approach. Public land is co-managed by a growing number of resource users. Of Quebec's total area of 1,667,926 km^2, private land accounts for only 108,992 km^2. The remainder is divided into five main categories.

These categories are as follows: 68 wildlife reserves (155,700 km^2), 67 wildlife management areas or ZECs (44,200 km^2), 526 outfitting operations (which may or may not have exclusive rights (15,300 km^2) and the remaining land (1,339,734 km^2), which is unzoned territory. The controlled territories are subject to certain regulations concerning seasons, catch and bag limits, registration procedures and so on. Since weather conditions, the main factor affecting the distribution of species, vary from region to region, regulations in each ZEC also differ from region to region, thereby creating the need to develop different protective measures and to divide the territory into fishing, hunting and trapping zones.

In general, the seasons are established to ensure that wildlife species are protected during reproduction or a period in which they are particularly vulnerable. For instance, the walleye fishing season opens after spawning, which takes place in the spring. In addition, the beginning of the season varies depending on latitude, opening earlier in the south.

The Department of Recreation, Fish and Game also establishes harvesting limits for each species to ensure that the largest possible number of users have access to them throughout the season. These regulations are found in a directory published by the Quebec government entitled *Fishing, Hunting and Trapping*, April 1, 1986 to March 31, 1988.

Most parks and wildlife reserves are under special management. The right to fish is generally obtained by drawing lots or reserving by telephone, which is not the practice in ZECs. Catches must be registered in wildlife reserves, parks and ZECs, but not in the other types of territory. Fees also differ. The right to fish costs only $4 a day in wildlife reserves, which is more than affordable. The delegated management of ZECs and outfitting operations is slightly different since the services are provided either by government-approved associations or by private entrepreneurs.

Before discussing outfitting operations in Quebec, I would like to define the term. The Conservation and Development of Wildlife Act defines an outfitting operation as "an undertaking which, in return for payment, provides lodging and services or equipment for the practice of hunting, fishing or trapping activities for recreational purposes". There are two types of outfitting operations in Quebec. First, there are those that hold exclusive hunting, fishing and trapping rights. The Department of Recreation, Fish and Game leases exclusive rights to these outfitting operations, which means that any person who wishes to hunt, fish or trap within the boundaries of the leased Crown lands must use the services offered by the outfitter. The second type of outfitting operation does not have exclusive hunting, fishing or trapping rights, and can carry out its business on publicly accessible Crown lands, private lands or ZECs.

The nature and quality of lodging and services provided by the outfitters often vary depending on the size and location of the operation. Finally, I should point out that the Department of Recreation, Fish and Game has no control over the fees charged by the outfitters.

Since wildlife is a collective resource, Quebec gave the collectivity responsibility for managing part of the accessible public land that was not part of the network of wildlife reserves and outfitting operations. This network was initiated in 1978 and the fundamental objectives that have guided wildlife managers are as follows:

1. to make public land accessible to all resource users;
2. to promote equal access to wildlife;
3. to protect wildlife species by controlling exploitation by users; and
4. to promote user participation in the management of wildlife resources.

Incidentally, each year, as part of its educational program on safety and wildlife conservation, the Quebec Wildlife Federation trains roughly one hundred resource managers. I would like to take advantage of this occasion to table this important educational training program for future wildlife managers which enables non-profit organizations to administer joint programs in this field. In this sense, our Federation is a special partner in the management of Quebec's wildlife resources.

Quebec's 67 non-profit organizations currently have approximately 50,000 members and are run by 650 volunteer administrators. They are represented by the Fédération québécoise des gestionnaires de ZECs. Since 1982, each wildlife management area has been responsible for its own funding. The ZECs raise funds by charging user fees, which vary from ZEC to ZEC. The amount of the fees is left to the discretion of each ZEC, provided they do not exceed the maximum fee set by the government. Fees and fixed costs, including the cost of the membership card, must not exceed $200 annually.

The fees charged must be the same for both residents and non-residents of Quebec. Although there is no limitation on the number of users in a ZEC, the users are subject to more restrictive regulations than the hunting, fishing and trapping regulations in effect in the different parts of Quebec. Some fishing regulations, for example, may be modified during the season: fishing in certain bodies of water may be stopped when the harvesting

limit has been reached, or certain fishing gear may be prohibited in order to spread the pressure on the resource over a longer period.

We would now like to discuss the rate of use of the various bodies of water by Quebec resource users. According to a study conducted by the Quebec Department of Recreation, Fish and Game in 1980, close to 70 percent of users have used, on at least one occasion, a territory in which access to, and use of, fishery resources are controlled (parks, reserves, ZECs). Although the majority of fishermen use these controlled territories, the number of fishing days in them accounts for only 30 percent of the total fishing pressure.

This can be explained by the fact that it is rather difficult for many fishermen to use this type of territory on a daily basis since they are often located far from their homes. Approximately 230,000 users fish in ZECs, roughly the same number who use parks and reserves. However, ZEC users are slightly more active than those who use parks and reserves. In 1980, users fished for an average of 5.7 days in ZECs compared to 4.8 days in parks and wildlife reserves. This is understandable since access to fishery resources in most bodies of water in parks and reserves is less certain than in ZECs. As we already mentioned, these bodies of water are generally allocated by drawing lots or reserving by telephone, whereas this type of reservation cannot be made in ZECs.

Although there were only half the number of users in each of the two types of outfitting operations, the roughly 113,500 fishermen were clearly more active there, fishing for an average of 8.3 days.

Fishing in breeding ponds in Quebec is a relatively recent phenomenon and is still limited in scope. In 1980, 8.6 percent of fishermen engaged in fishing in breeding ponds, for a total of 300,000 days, 2.7 percent of the total fishing pressure. Given the novelty of this type of service, the high rate of use indicates that breeding ponds certainly fulfill a need. They are located close to the user's home, require little time or equipment and present no obstacles to accompaniment by young children. It would not be surprising if this type of fishing became an important service in the next few years.

Fishing on wharves along the St Lawrence River accounts for a significant share of Quebec's recreational fishing activities. In 1980, some 136,300 people aged fifteen and over spent more than 1.1 million days fishing from wharves along the St Lawrence River or the sea. In terms of fishing pressure, this type of fishing is roughly equivalent to that of parks and reserves.

The majority of the fishing pressure is accounted for "elsewhere", that is in the lakes and rivers on public or private land in Quebec which are not part of one of the five categories of controlled territory.

In 1980, just under 600,000 users aged fifteen years and over accounted for a total of 6.3 million fishing days on 85 percent of Quebec's total area. On the average, the level of activity was almost double that observed on controlled territories, accounting for an average of 10.8 days per user.

Regardless of where they go fishing, each user must purchase a licence at a cost of $6.25, contributing more than $9 million to the province's Consolidated Revenue Fund (1.5 million licences). The Quebec Wildlife Federation has long recommended that the revenue

from the purchase of recreational fishing licences be directly reinvested in the protection of the resource. In this way, the users would assume part of the cost of maintaining the privileges they enjoy. The members of the Quebec Wildlife Federation go even further in their co-operative approach. A resolution adopted by a majority of members last spring proposed that $2 be added to each hunting, fishing and trapping licence, and turned over to the Fondation pour la Conservation et la Mise en Valeur de la Faune et de son Habitat for the acquisition and development of the wildlife habitats of endangered species.

This constitutes a concrete step by Quebec's wildlife users toward a co-operative approach to recreational fisheries management. We also feel that the various levels of government should assume their share of responsibility in the co-operative approach by reinvesting user fees in wildlife protection. This recommendation could well be implemented if the intentions of the present Minister of Recreation, Fish and Game are put into effect.

Finally, maintaining the quality of recreational fisheries requires the implementation of a number of measures for conservation and rational use of the resource. According to a survey we conducted, the more than 1,000 wildlife users surveyed would like to see the adoption of an effective wildlife protection act with teeth in it. Quebec fishermen would also like to see poachers, polluters and backfillers more severely punished, with fines that are proportional to replacement cost; more power given to wildlife officers; a larger number of officers and more frequent visits by the officers to all territories. Wildlife users would also like ZEC wardens to be given more power so that they have the status of deputy wildlife conservation officers. The advantage of this measure is that it would not increase government costs and is consistent with the co-operative spirit of the draft policy statement presented to us.

In addition, resource users feel that outfitters, ZEC administrators and the Quebec Department of Recreation, Fish and Game should invest more heavily in the renewal and maintenance of fishery resources. Finally, we would like to draw your attention once again to commercial fisheries. According to the majority of those surveyed, commercial fishing should be placed under the jurisdiction of the Department of Recreation, Fish and Game, since this department evaluates the wildlife resources before granting any rights. They also feel that commercial fishing in fresh water should be abolished in Quebec and that some (if not most) of the species should be reserved for recreational fishermen. In closing, we would like to say that resource users are dissatisfied not with the present land-use categories, but with the manner in which the areas in question are managed and monitored. Resource users are conservative not only in terms of the designation of territory, but also in terms of the wildlife that lives in it. Finally, they attribute the decrease in species to the lack of severity of our wildlife protection laws and to the lack of initiatives by previous governments to prevent poaching.

The Quebec Wildlife Federation is pleased to note that the present Minister of Recreation, Fish and Game, Yvon Picotte, seems to recognize the merits of virtually all of the recommendations proposed by recreational fishermen, since he has shown his intention to make the Fondation pour la Conservation et la Mise en Valeur de la Faune et de son Habitat operational. He has also set up a consultative committee composed of wildlife organizations, and has announced that a draft bill on habitat protection would be tabled in the Quebec National Assembly. He has said that tougher legislation would be adopted against poachers, that a campaign would be launched against poaching, in which wildlife

users would participate, and that the number of wildlife conservation officers would be increased substantially.

Finally, we hope that when the government sits down to discuss a co-operative approach, it will consult and listen to all parties concerned to ensure that wildlife conservation, utilization and consumption objectives will be achieved.

CONFERENCE PAPERS

Promoting Catch and Release: The Ultimate Low Consumption Fishing Technique

Dr. Alex T. Bielak
Atlantic Salmon Federation

Introduction

The practice of "low (non) consumption fishing," "fishing for fun," or "catch (hook) and release" fishing as it is known to most fishers, is inextricably linked with:

- the harvesting of fish, and restrictions upon it;
- the ethics, aesthetics and enjoyment of recreational fishing;
- the economics of the sport fishery.

Thus, though this paper is scheduled in the Resource Use section of this conference, the topic of low consumption fishing could equally well have been scheduled for either the Resource Conservation or Industry Development sessions.

This paper examines issues regarding low-consumption fishing in Canada, with particular emphasis on the Atlantic salmon fishery and the Atlantic Salmon Federation's involvement in the promotion of catch and release as one means of conserving salmon stocks.

Low Consumption or Non-Consumption?

The lexicon of salmon fishing has traditionally referred to an angler's "kill", focussing on the number of dead fish as a measure of sporting prowess. Catch limits became targets to be achieved in the shortest possible order. As in big game hunting, the greatest kudos went to the fisher with the largest trophy mounted over the fireplace. Unlike most other hunts, however, the recreational fisher has the opportunity to delay the decision whether to kill or to liberate the quarry until well after the "trigger" has been pulled (i.e., after the animal has been captured). Since some risk of injury to, or mortality of, the animal is involved, it is more appropriate to refer to catch and release fishing as a low consumptive, rather than non-consumptive, technique.

The question of mortality, *always* paramount in the minds of conservation-minded anglers, has also usually been the principal argument put forward by those opposed to catch and release regulations.

Even in the absence of detailed studies on hooking mortalities for *all* species, there is substantial scientific evidence, emanating particularly from research on salmonids, which indicates that mortality associated with artificial flies and lures can be expected to be less than 10 percent (Wydoski, 1977, Caverhill 1977, Mongillo 1984). Although, largemouth bass mortalities could be in the 40 percentile range (Rutledge and Pritchard 1977). It is generally agreed that the mortality of bait-caught salmonids is somewhat higher, and that mishandling of fish prior to release can also be a significant factor in inducing mortality. Advantages of flies over lures, multiple over single hooks and barbed over barbless hooks were much less significant.

Insofar as Atlantic salmon are concerned, mortalities among fish that are hooked, played quickly and released properly are probably less than five percent. A summary of a hook and release study sponsored by the New Brunswick Department of Natural Resources and the Atlantic Salmon Federation on a cold water tributary of the Miramichi between 1982 and 1984 (Currie 1985), indicated that of 160 salmon hooked and released, and 123

hooked and lost, only two mortalities were observed. (Of 333 trout released in the same period, only one mortality was observed.) Grilse were played an average of eight minutes (range 3-20) and large salmon 17 minutes (range 5-60). Grilse were reported to recover in less than a minute (0-6) and multi sea year (MSY) salmon in about two minutes (range 0-5). Surveys of the stream indicated an increase in fry, parr and adults attributable to the practice of catch and release.

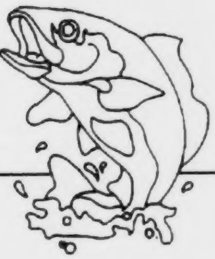
On the Restigouche in 1984 Wheaton (1986) cited an observed mortality in the first year of mandatory catch and release of less than one percent. Grant (1980) concluded from his experiences in Iceland that mortality of Atlantic salmon does not exceed the two to four percent range, and also that significant numbers of fish may be caught more than once, occasionally at very short intervals. Here, statistics on the catch and release of cutthroat trout at Yellowstone National Park are overwhelmingly corroborative. Of 73,000 fish taken in a six week period in 1981 in some of the most intensively fished catch and release waters in North America, a mortality of only 0.3 percent per capture was recorded. It was also estimated that each fish was caught an average of 9.7 times per season or the equivalent of once every five days! One trout was taken four times within a period of 24 hours! (Greer & Griffith 1985, Schill et al 1986). Studies that examine the release of Atlantic salmon under warm water conditions and the success of spawning of played fish are currently being undertaken by the Department of Fisheries and Oceans in Western Arm Brook Newfoundland (Peppar pers. comm.) and on the Upsalquitch River, N.B. (Madden pers. comm.).

Insofar as mortality among released Atlantic salmon is concerned, I would suggest that in reality it is a non-issue! Numerous accounts by seasoned anglers strongly support this view (e.g., Wulff 1984, Carter 1975, Anderson 1984) as does the experience of the last three years of catch and release fishing in the Maritimes. River banks are not littered with the decaying carcasses of released fish. The vast majority survive. This being so, one must ask why the debate still rages as to the technique. In a word, the answer is "ignorance".

The Evolution of Catch and Release

The day-to-day practice of catch and release has its roots in U.S. trout fishing circles. Over the past fifty years the "meat fishermen" were supplemented by sportsmen whose thrill was not derived from the killing and keeping, but rather from stalking and outwitting wary trout while enjoying nature. In sum, it is the means as opposed to the end. Granted, this shift from the materialistic compensations of fishing was probably reinforced by catches of species not sought by the angler, surplus to his needs or larger or smaller than a prescribed size limit, and thus released. Consumptive angling and catch and release are not mutually exclusive. Most low consumptive anglers probably keep some part of their season's creel for the pot. But conservation is the overriding ethic in the minds of most non-legislated low consumptive fishermen.

Spurred in part by declining stocks, the philosophy of catch and release took deep root, and is now central to the management of many fisheries. Release rates of various fish species across Canada were calculated by Canadian Wildlife Federation (CWF) researchers from data in the provincial/territorial summaries of the 1980 Canadian National



Sportfishing Survey. A summary of the data is given in Table 1. Other information, collected largely by CWF, through interviews with various parties involved with the fisheries resource indicate that catch and release as a management and conservation technique has become increasingly accepted in Canada. Also, most provinces or territories include information on proper release techniques and actively encourage them as a contribution to conservation. The exception is the province of Quebec.

Quebec's salmon fishing regulations state:

"It is permitted for an angler to release a salmon on an individual, voluntary, occasional and personal basis for conservation purposes. At all times, in such a case the released salmon must be included in the daily limit, and the angler must cease fishing when this limit is obtained."

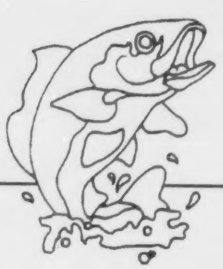
Other brochures distributed by the government, despite according substantial space to angler ethics, make no mention whatsoever of the technique.

In sharp contrast, the provinces of British Columbia and Manitoba have led the way in encouraging low consumption fishing. In B.C., proper release techniques are outlined once in the 1980/81, and twice in the 1985/86, regulations. These are accompanied by an endorsement of voluntary release. Additionally, a leaflet produced by the Fisheries Branch outlines release procedures and emphasizes the benefits of conservation and the personal satisfaction arising from voluntary release. In that province, there has been a marked increase in regulations pertaining to catch and release over the last decade.

Manitoba first became involved in catch and release in the 1950s when a two-fish creel limit was imposed on a trout fishery in the north of the province. The fishery was also legislated to allow only the use of barbless hooks. Guidelines for proper release of fish appeared in angling regulation summaries as early as 1975. A "go barbless" logo in the shape of a fish was developed in 1979. In 1980 wild brook char fisheries were restricted to barbless hooks only. Various public relations techniques were used to promote catch and release, including a "Master Angler" award with a special designation for fishers releasing trophy fish. The number of trophy fish released in Manitoba has increased gradually (1,045 in 1985), and there has been a significant increase in the number of fish released generally (Toews 1985).

A key factor in the development and practice of catch and release fishing has been the active support of Manitoba's outfitters who have recognized in the technique a means of providing quality recreational fishing while protecting the trophy fishery, and thus presumably their investment. Similar initiatives by lodge owners and others dependent on a thriving fishery resource are being developed in the Yukon and Northwest Territories.

On Alberta's Bow River, catch and release fly-fishermen, representing only 20 percent of the sportsmen on the river, are estimated to account for more than 70 percent of the catches (Nikiforek 1985). Some guides on the river are awarding "no-kill" badges to clients who release their entire catch. Catch and release has become common policy among northern Saskatchewan outfitters. And the province has begun to promote voluntary release through the use of the logo "let them go, let them grow — go barbless". Fishing lodge operators in Ontario have begun to experiment with reduced harvest policies in the last few years. The Ontario Federation of Anglers and Hunters has recently begun



to promote catch and release. In most East coast provinces, catch and release has centered on salmonid species, and particularly Atlantic salmon.

As Atlantic salmon stocks continued to decline, severe measures were invoked to protect what remained. These culminated, in 1984, with the imposition of a mandatory catch and release angling fishery for MSY salmon in all Eastern Canadian provinces excluding Quebec. Under this regime, all fish over 63 cm had to be released. Grilse (one sea year salmon) could be harvested, subject to prescribed limits. In 1985, the regulations were amended to allow unlimited catch and release of MSY salmon and grilse in response to a widespread perception that the 1984 regulations were overly restrictive. However, salmon fishers generally felt that the pendulum now had swung back too far. So they called for some limitations in the number of releases allowed (released fish numbering twice the daily kill limit was generally considered a reasonable number). But despite this groundswell of opinion, the same regulations as in 1985 were in force in 1986.

In summary, catch and release was instituted as a means of aiding recovery of salmon stocks while still allowing anglers to fish, thus maintaining the crucial economic benefits to communities in Eastern Canada. Reaction to these regulations has ranged from grudging group acceptance to vitriolic, and even abusive, individual opposition.

One can sympathize, to some extent, with a needy individual taking "one for the pot". Most salmon anglers, however, spend considerable sums in pursuit of their quarry. They run the gamut from metropolitan sportsmen weekend-fishing one of Quebec's public fisheries to American tourists booking with a Labrador outfitter through to the generally well-heeled owners and patrons of private fishing lodges in New Brunswick and Quebec. The money invested in such expeditions vastly outweighs the value of fish flesh which could, after all, be obtained at far less cost and effort from the market. What cannot be underestimated, however, on individual and group levels are the deep-rooted, albeit anachronistic, tenets that man, as a provider, should not return home empty-handed. More and/or bigger is best in order to show off the hunter's prowess.

At its inception, mandatory catch and release as a conservation measure was accepted grudgingly in New Brunswick and Nova Scotia, poorly in Newfoundland and not at all in Quebec. (In fact, at a meeting in late 1984 of ASF's Quebec Council (FQSA), endorsement of catch and release on a voluntary basis was only carried by a single vote!) Despite some decreased angler frequentation of Maritime rivers, attributable to some extent to the regulations, the practice of catch and release has gained acceptance in New Brunswick and Nova Scotia over time and with education as to the advantages of the technique. However, some relaxation in the stringency of the regulations regarding retention of large salmon may be necessary to retain angler support for the measure, and to maintain employment opportunities in outfitting operations still recovering from an initial loss of clients.

The situation remains largely unchanged in Newfoundland, partly due to a self-admitted lack of appreciation as to the benefits of the techniques, but also because grilse (and salmon rivers) remain relatively abundant in that province. In Quebec, mandatory catch and release was considered unacceptable to a substantial proportion of an angling public largely new to salmon fishing. Instead, a different management approach was taken. Fishing seasons were opened later and rivers were subject to sudden and absolute closure

if predetermined numbers of spawners were not present. A greater emphasis was also placed on regionally adjusting daily and seasonal catch limits to account for differing stock abundance in various parts of the province.

It is interesting to examine some of the arguments, pro and con, currently being advanced on catch and release in Quebec. Though the law has remained somewhat ambiguous on the issue, a point of frustration to many anglers, fishery regulations indicate that released fish *count* in the daily (but not seasonal) limit, a limit which on many Quebec rivers is only one fish! The principal objections have come from Gaspé and Upper North Shore anglers who, often having paid substantial sums for the privilege, are obliged to cease fishing only minutes after arriving on the river simply because they have been fortunate enough to hook a fish quickly. The opposing view holds that these anglers are compensated by the retention of a large, perhaps even a record size, fish. Simply put, Quebec's regulations promote the hunt rather than the recreational experience.

The charge is also levelled that relaxation of control on catch and release would benefit only that minority of skilled anglers who take the lion's share of fish captured. It is argued that the moral principle of catch and release is dubious, that the hunting ethic is noble but, by implication, the recreational part of the experience is somehow less so. Furthermore, operators of Zone d'exploitation contrôlée (ZEC) waters are the prime exponents of fears that catch and release anglers would tend to monopolize pools all day, that released fish would not be catchable by other anglers, and finally, that other than an anglers' honesty, there would be no control over how many fish were actually caught and released, a suggestion which is offensive to all law-abiding citizens. (It is likely that a similar argument of non-enforceability was used to maintain the "unlimited" provision regarding release of salmon in other Atlantic provinces despite anglers' calls for a limitation.)

Perhaps more influential is the notion that mandatory catch and release waters will be deserted in droves by Quebec anglers, lowering income to management societies and leaving the waters open to the activities of poachers. The same arguments could not be applied if more generous catch and release regulations were coupled with current management practices. In fact, angler frequentation would probably increase! Anglers travel to Tierra del Fuego, Iceland and Christmas Island at enormous expense with various angling tour operations knowing in advance that *all* fish must be released.

Gilles Shooner (FQSA Vice President) in a widely circulated draft of an article for "Sentier, Chasse et Pêche", a popular hunting and fishing magazine, (Boudreault et al 1984) called catch and release an "avenue of compromise between conservation and exploitation of the resources, above all when stocks are low and the numbers of anglers rising". He suggested that the time has perhaps come to "consider catch and release, not as a panacea but as one of a number of solutions to slow the decline (of Quebec salmon)". [These comments did not appear in the final version]. The Quebec Ministère du Loisir de la Chasse et de la Pêche also recently commissioned a literature survey on catch and release (Boudreault and Lalumière 1984). A film produced by their audio-visual department in 1986 culminates with the release of a salmon. At its first public viewing, this act elicited a strong cheer. André Bellemare, an influential Quebec outdoor writer, this year devoted most of one of his columns to catch and release (Bellemare 1986). The editorial in a recent issue of "Atossment vôtre" was titled "We no longer have any choice: we must

release" (Benard 1986). There is thus some indication that the tide of public opinion is changing. It is obviously time for Quebec officials to "bite the bullet" and uncompromisingly endorse catch and release as a proven and desirable technique.

If resistance to catch and release can be attributed to a lack of awareness of the benefits of the technique, then what is needed is an educational campaign to promote it. The example of British Columbia is noteworthy in this respect. When catch and release was introduced in 1976, the reaction was animatedly negative. As in New Brunswick, there was an initial decline in frequentation of rivers. Billings (1986) reports that steelhead angler activity was reduced to an all time low in 1980/81, but has since increased gradually as have catch rates. In 1970/71, only three percent of angled steelhead were released. In eight years this figure almost doubled, and in 1984/85 stood at over 87 percent, a testament to increased conservation awareness.

The Need for Education

From the above we can see that catch and release regulations have principally been put in place to: (a) protect existing fisheries and/or enhance their quality; and (b) to restore fisheries. It is one of the few management tools which can reduce harvest without a reduction in effort or even catch. Its ultimate goal is to increase both recreational fishing opportunities and the quality of the resource. It is not the purpose of this paper to examine in depth the success of catch and release as a management tool. It is important to bear in mind that the technique is not universal answer to problems of management in all fisheries. For instance, one would not expect to see mandatory catch and release regulations imposed in coastal recreational fisheries for Pacific salmon. The technique is undoubtedly extremely flexible, can be dovetailed easily with other management practices, and could be readily applied on a river-by-river basis. Its success is dependent upon: biological considerations, such as the species in question; physical factors such as the productivity or location of the water course; and, ultimately, on socio-economic considerations, such as angler acceptance of regulations. Where the first two conditions can be met, the third is susceptible to a well organized public information program.

The Atlantic Salmon Federation's "Catch and Release Club"

Campaigns to promote voluntary release have originated, in no structured fashion, from government departments, outfitters and groups of concerned anglers. In 1985 the Atlantic Salmon Federation, with the assistance of the Department of Fisheries and Oceans, launched a catch and release promotional campaign. This campaign had its roots in various previous attempts to promote the catch and release of Atlantic salmon.

In the late 1970s, the International Atlantic Salmon Federation (IASF), one of the founding partners of ASF, put out a unilingual 'conservation suggestion' in the form of a leaflet entitled "Releasing Atlantic Salmon – a contribution to salmon conservation that doesn't cost a penny".

In 1981, IASF and the New Brunswick Wildlife Federation (NBWF), in cooperation with the N.B. Department of Natural Resources (DNR), promoted a salmon release program featuring a decal stating "I released an Atlantic salmon – 1981" which was available free to all anglers applying to the sponsoring bodies. The one-colour brochure explaining the promotion was bilingual.

The Atlantic Salmon Federation, its New Brunswick Council, DNR and the NBWF sponsored a third and expanded version of the brochure which featured some new graphics and was "distinguished" by a generally poor French text with an appalling rendition of "hook and release" (translated literally as "fishing with throwing back"). This translation made it to a subsequent (fourth) three-colour version of the brochure. Editions 2-4 published between 1981 and 1984 featured the Caltrout logo (figure 1), which California Trout expressly created for use as an international symbol of catch and release, and presented at the 1977 Humboldt State University symposium on catch and release fishing (Barnhart and Roelofs 1977). In the same period (i.e., early 1980's) ASF Affiliate, the Negisiguit Salmon Association, independently developed a "Trophy Release Club" certificate award program for anglers releasing fish in that river.

In early 1985, perceiving a desperate need for a mass information campaign designed to reach all anglers affected by mandatory catch and release regulations, the Atlantic Salmon Federation launched its "Catch and Release Club". This promotion featured a number of elements which were widely publicized through interviews, press releases and ASF's own Atlantic Salmon Journal and bilingual Salar newsletter. They included:

1. Over 30,000 bilingual three-colour brochures promoting the "Catch and Release Club" distributed with appropriate covering letters throughout Eastern Canada and New England to licence vendors, ASF affiliates, outfitters, etc.. These brochures emphasised correct release techniques. Though the French text was improved over previous versions, it still featured a very literal translation of "Catch and Release".

2. 500 unilingual posters promoting the "Catch and Release Club", and featuring a strong graphic image by artist Art Taylor and tear-off application forms, similarly distributed. The graphic was used again in tens of thousands of "Atlantic Salmon Facts" brochures, thus subliminally reinforcing the catch and release message.

3. A predominantly blue three-colour "Catch and Release Club" pin, using the Caltrout logo sent to anyone claiming to have released a salmon, with a covering letter expressing ASF's appreciation of the angler's contribution to conservation.

4. A predominantly white three-colour pin including the designation "20" sent to anyone having released a fish estimated at 20 lbs or over. In addition, the angler would receive a certificate signed by doyen of catch and release anglers, Lee Wulff. The name of a witness was requested from applicants in this category. The certificate features an attractive image by artist Tom Hennessey.

5. A portable display on catch and release featuring photos of author Gary Anderson releasing a salmon, exhibited at numerous meetings, sportsmen's shows, etc..

6. The back of ASF's membership card which featured instructions on how to safely release salmon.

7. The Atlantic Salmon Federation placing "Catch and Release Club" advertisements in several Atlantic province newspapers, and the Department of Fisheries and Oceans

taking a one-time advertisement promoting the technique in the Atlantic Salmon Journal (Winter 1985).

8. A 15 minute award-winning video on the proper techniques of catch and release produced and distributed by ASF.

9. The New Brunswick Council of the Federation in concert with ASF sponsoring a number of public meetings throughout the province to inform and educate the public about the current status of Atlantic salmon stocks and the importance of current management practices – principally catch and release fishing.

The program received substantial positive media coverage throughout most of Eastern Canada and even internationally. It is the experience of ASF's officers that, over time, opponents of catch and release become proponents. Over 500 pins of both categories were distributed by November of 1985. Numerous testimonials were received from converts to the technique, as well as suggestions for improving the program.

Naturally there were some letters expressing concerns or even heaping abuse on the Federation. But requests for pins continue to arrive. ASF is currently re-designing both its catch and release brochure and poster (while retaining major elements for continuity) and refining other aspects of a 1986/87 follow-up campaign. The promotion was costly and time-consuming, and the Federation would not have been able to mobilize such a comprehensive campaign without the financial assistance of the federal government.

Towards the Future

Catch and release fishing, whether of salmonids or other species, is a proven management technique which appears to have gained acceptance through most of Canada over the last decade. Although low consumption angling is probably still in its infancy in Canada when compared to the U.S., the number of low consumption fishers is growing in specific provinces, on certain water courses and among some groups of anglers. The conservation ethic, whether legislated or extending from personal commitment, is taking root.

The practice of catch and release should be encouraged in every way possible, because low consumption angling is arguably the key to providing and enhancing fishing opportunities for both Canadians and visitors from abroad. Canada has the opportunity to supply the greatest all-round quality of recreational fishing experience in the world. Organizations such as the Atlantic Salmon Federation and its numerous affiliated groups can provide the heart, soul, desire, manpower and even some funding for such an aim. Seed grants and provisions for matching funds from governmental sources must also be made available to enable such programs to proceed.

Recommendations

1. The National Policy Statement on Recreational Fisheries must more fully acknowledge the importance of low consumption fishing techniques, and government regulations must reflect this sentiment and be perceived as favoring low consumption fishers rather than penalizing them.

2. A survey should be undertaken to examine current and potential participation, expenditures and economic benefits related to low consumption angling.

3. A working group, composed of representatives of federal, provincial and territorial governments and the private sector should further examine issues surrounding low consumption fishing to suggest common strategies for integration of low consumption angling with other fisheries management techniques. They should evolve a common/standardized methodology for promotion of catch and release. Such a methodology should then be reproduced on the back of all fishing licences issued Canada-wide.

4a. An aggressive marketing campaign featuring high quality graphics, public service announcements, etc., should be developed to educate anglers regarding proper release techniques, and to promote the recreational experience and conservation aspects of catch and release fishing.

4b. A similar marketing campaign aimed at the tourist market should eventually be developed promoting high quality catch and release fisheries throughout Canada.

5. The "Go barbless" and Cal Trout "catch and release" logos should be used where possible in any national, provincial, territorial or private sector campaigns.

6. Private sector organizations should be actively involved in the promotion of catch and release, and should be expected to foot part of the bill as well as providing the network of organizations able to reach hundreds of thousands of anglers.

7. A special effort should be made to promote low consumption fishing techniques in Quebec.

Acknowledgements

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Table 1 Summary of 1980 total release rates (%) by province/territory for the major freshwater sport fishes of Canada. Data unavailable for Quebec and Alberta. (Source: Canadian Wildlife Federation)

Species or Group	NFLD	NS	PEI	NB	ONT	MAN	SASK	BC	YUK	NWT
Brook Char	13	26[b]	26	16[b]	23	33	53	26	.	.
Sea-run Brook Char[a]	8	"	10	"	"	"	"	"	"	"
Lake Char[c]	"	"	"	6	17	60	35[d]	21	36	83
Arctic Char	9	"	"	"	"	"	"	"	41	30
Dolly Varden	"	"	"	"	"	"	"	21	"	"
Rainbow Trout	13	17	46	"	30	46	19	27	41	"
Brown Trout	36	27	"	"	28[e]	"	20	"	"	"
Cutthroat Trout	"	"	"	"	"	"	"	28	"	"
Salmon (total)[j]	"	"	"	"	47	"	"	"	"	"
Sockeye	"	"	"	"	"	"	"	1	"	"
Kokanee	"	"	"	"	"	"	11	11	"	"
Chinook	"	"	"	"	"	"	"	24	19	"
Coho	"	"	"	"	"	"	"	33	7	"
Atlantic Salmon	19	11[g]	57[g]	19[f]	"	"	"	"	"	"
Ouananiche	39	"	"	8	"	"	"	"	"	"
Whitefish[h]	"	"	"	"	25	"	9	42	27	"
Arctic Grayling	"	"	"	"	"	"	81	"	49	75
Burbot	"	"	"	"	4	"	"	4	"	"
White Perch	"	"	97	30	"	"	"	"	"	"
Yellow Perch	"	"	"	67	33	"	21	"	"	"
Walleye	"	"	"	"	33	33	26	"	"	"
Pike	"	"	"	"	60	60	42	"	56	75
Pickerel	"	"	"	52	"	"	"	"	"	"
Black Bass[i]	"	"	"	66	53	75	"	49	"	"
Smelt	"	"	"	9	9	"	"	"	"	"

Release rate = 100 X (number caught − number kept) / (number caught)

[a] may contain some sea-run brown trout

[b] sea-run and landlocked brook char not distinguished

[c] includes hybrid lake char (splake)

[d] release rate for splake along was 4%

[e] listed as other trout but probably mostly brown trout

[f] release rate differs between bright (9%) and black (52%) salmon

[g] sea-run and landlocked salmon not distinguished

[h] mostly lake whitefish but some mountain whitefish in B.C.

[i] smallmouth bass only, except in Ontario

[j] contains salmon listed plus pink salmon

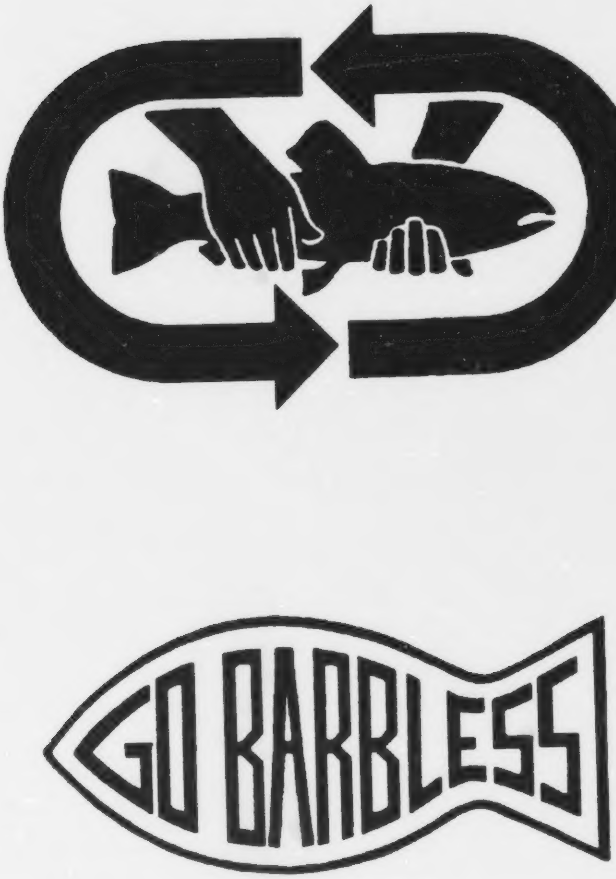

GO BARBLESS

Figure 1: Top — Caltrout international "catch and release" logo Bottom — Manitoba "go barbless" logo

Public Involvement in Resource Management

Lloyd Shea
Alberta Fish and Game Association

Introduction

The Alberta Fish and Game Association (AF & GA) is the largest sportsmen's organization in Alberta, comprised of over 20,000 anglers and hunters represented in over 120 communities of the province. The Association has an 80 year history of co-operative resource management with both governments and non-government organizations (NGOs) with similar goals and objectives.

"Toward a co-operative approach" is perhaps one of the most sought after goals in many forms of resource management today inclusive of fisheries. Both within government and non-government organizations, decreased budgets, ever increasing user pressure combined with depleting resources have awakened segments of society to promote action oriented programs. Government agencies with reduced or zero growth budgets, are eager to involve NGOs as a means of accomplishing various tasks while living within the budget. NGOs representing the public at large pressure government for a variety of new services or an enhancement of old services. They are recognizing government's position and are beginning to organize their membership into an available work force.

Albertans are fortunate to have a government agency, the Fish and Wildlife Division of the Alberta Department of Forests, Lands, and Wildlife, which recognizes co-operative management as a tool for management.

Although Alberta has only four percent of the surface water in Canada, the province also contains a vast variety of fisheries. It is estimated that in 1980 over 368,000 Albertans spent 6,300,000 man-days fishing and contributed $300 million to the economy of the province while in pursuit of cold and warm water angling. The substantial contribution of sport anglers becomes increasingly more important especially when the allocation of the resource is questioned.

However, the public at large is now awakening to the discovery that fisheries management has somewhat followed forest management across the nation.

It is well recognized that there are severe shortfalls in meeting demands and that Alberta fisheries have fallen victim to myths and slogans such as "sustained yield" and "renewable resource". These slogans have done more to impede than encourage fisheries management. Myths such as:

- the fishery supply is inexhaustible;
- the fishery has been managed on a sustained yield basis; and
- the fishery is renewable promptly and automatically;

are now exposed. Public support, while only in an infant state in Alberta in the mid 80's, has begun. This support will focus on political and financial issues in addition to problems and solutions.

This awakening of the public now provides momentum to NGOs whose membership attracts those interested in fisheries development.

Co-operative programs with government and NGOs will come about as each entity begins to understand its role and capabilities. Of all the limiting factors to co-op programs with NGOs, the volunteer component is the most critical. Entities involved must come to grips with the realization that with any program volunteer management will become equally important as the program objective. Failure to identify the limiting factors of volunteers at the outset will only serve to compound logistical problems and ultimately lead to frustration.

Volunteers who form the work force to implement various proposals must be assured that their efforts are of significant value and that other factors which influence the fishery will not deter, or in fact, negate their contributions.

Co-operative fisheries management does exist in Alberta at present. The intensity of co-operative management can be increased through recognition of problem areas and further effort to resolve these situations. The development and refinement of programs which reflect volunteer management principles and educational components will be paramount to program delivery.

In order to develop co-op programs, the problems must be addressed initially and from that point action plans need to be defined to overcome the situation.

Problems which need to be addressed fall into three broad categories including:

1. Environmental concerns
2. Government policies
3. Non-government organizations' operations.

It should be recognized that there are limits to which each entity can independently work toward resolution of any of the identified problems. Also, the distinction between short term (site specific projects) and long term (policy direction) public involvement must be recognized at the outset.

Public involvement extends beyond physical project implementation. The AF & GA has representatives on provincial advisory and planning boards which provide policy direction and advise on matters pertaining to fisheries management.

Problems

Environmental Concerns, Habitat Destruction and Population Mortality Through:

1. Agriculture:
    - land clearing
    - livestock — riparian conflicts

- enrichment through fertilization run off and waste disposal
- irrigation withdrawals.

2. Forestry – Water Shed Management:
   - clear cutting, accelerated spring flows and low summer flows
   - herbicide spraying.
3. Urban Development:
   - sewage effluent.
4. Industrial:
   - chemical spills
   - toxic waste disposal
   - acid rain
   - road construction causing physical riparian damage and increased user access.
5. Dams:
   - hydro electric
   - irrigation.

Government Policies

1. Recreation and fisheries have the lowest priority for the use of water.
2. Decisions and actions often have little regard for wildlife or fisheries if commercial, agricultural or political considerations are involved.
3. Allocations to user groups may or may not reflect management principles.
4. The licencing structure of commercial fishing requires a major review.
5. Overall lake management plans do not include *all* users or beneficiaries in the development stage.
6. Province to province discussions where provincial boundaries cross through lakes and rivers are inadequate.
7. The tendency toward regulation or people management versus inventory and species management must be reviewed.
8. Regulation simplification leads to broad reaching versus site specific management techniques.

9. Exploration of innovative management techniques receives little or no attention.

10. There is a lack of government commitment and of adequate budgets to manage the resource.

11. The structure of government departments and myriad of divisions do not allow for management flexibility, and poor co-operation serves to frustrate NGOs in determining the most appropriate body to be approached.

Non-Government Organizations' Operations

1. NGOs have a poor understanding of government bureaucracy and budgetary processes.

2. They require continuous financial upgrading in association with program development and implementation.

3. They tend to over-estimate available manpower requirements.

4. They may withdraw total support for any one program based on a problem or perceived problem.

5. They require costly liability and volunteer working disability insurance based on various program developments.

6. They do not communicate well through reports, etc..

7. They become frustrated easily when government policy or decision destroys or negates their efforts.

8. They are primarily reactive versus proactive.

9. Educational institutions, if classified as NGOs, often have faculties which have an influence on fish and wildlife, but do not recognize fish and wildlife in undergraduate programs.

Current Situation

Currently in Alberta, AF & GA clubs are co-operating with the Fish and Wildlife Division in fisheries management in a number of areas.

1. **Research and Data Gathering**

   - Water depth and quality studies
   - Creel census at put-and-take fish ponds
   - Through formal meetings with regional biologists to exchange information on regulation changes and fishing conditions.

2. **Habitat Development and Enhancement**

- Self-initiated and funded projects
- Through the Buck for Wildlife Program. The Buck for Wildlife Program was asked for by AF & GA in the early 70's. Since 1973, anglers and hunters contribute to the fund through a licence surcharge or Resource Development Stamp purchase. At present $2 from each fishing and $5 from each hunting licence sold goes directly into the fund. Since 1973, over $12 million has been contributed to fish and wildlife habitat projects. Since 1984, approximately 25 percent of the overall budget has been directed at NGOs to provide capital needed for habitat projects. Volunteers provide manpower and often obtain contributions of services and facilities from the local community to assist in project implementation.

  In the past two years, local fish and game clubs have completed 62 projects ranging from water fowl nesting and big game range improvement to instream boulder placement, stream back fencing and artificial reef construction. In addition, the AF & GA has been granted the funds needed to hire a co-ordinator for habitat projects.
- Through co-operative ventures with other industries, recreational fishing sites and facilities are being developed or improved.

3. **Restocking**

- Local clubs participate with Alberta government staff in fish culture programs, raising fry in ponds to fingerling stages, in vetting and transplanting fry to water bodies.
- Local members provide ATV and other equipment assistance to assist Alberta government staff in fingerling delivery to inaccessible water bodies.

4. **Planning**

- The AF & GA and local clubs are involved in Lake Management Plans, Integrated Resource Management Plans, etc., providing input to industrial development, agriculture expansion, riparian habitat losses, cottage development, resource allocation, etc..
- The AF & GA has two representatives on the Fish and Wildlife Advisory Council, which advises government as to required changes in regulations, etc..

5. **User Ethics**

- "Operation Respect", an AF & GA sponsored signage program promotes the orderly conduct of sportsmen on private land.
- "Use Respect", a government sponsored signage program promotes the orderly conduct of sportsmen on private land.

- "Outdoor User Ethics", an AF & GA sponsored public awareness program promotes the orderly conduct of sportsmen and other users in Alberta.
- "Outdoor Observer", a government sponsored program was initiated in 1985 to provide a toll free 1-800 phone for public use to report violations, infractions or suspicious activities with respect to Fish and Wildlife regulations.

6. Education and Public Information

- The Association works closely with the Alberta Fish and Wildlife Division in the delivery of the Hunter Education Program which also includes a segment geared to angling.
- In 1987, we anticipate seeing the development of a First Time Fisherman's Program (similar to the Hunter Education Program) initiated by the Fish and Wildlife Division. The AF & GA is looking forward to providing assistance in the delivery and advertisement of this program.
- The Association conducts three youth Conservation Camps annually training over 120 youths aged 13-17 in fish and wildlife conservation.
- The Association actively promotes angling ethics, fly tying, etc., and other angling activities on a local club level which is available to the public.
- The Association maintains the only record keeping of trophy fish in Alberta. This information is available to the public and promotes tourism.

Interaction with the recreational fishing industry has yet to be addressed in Alberta. The industry can be categorized into the following areas:

Retail Equipment Sales

- Retail outlets have not become active in co-op programs largely because of the lack of invitation, not understanding the vital role they play, and a lack of recognition in the Chamber of Commerce.
- Despite data which suggests that the average angler in Alberta spends $800/year to go fishing, only a few Chamber of Commerce organizations recognize retail outlets as a major contributor. In the "Tourism" category, a large number of travellers in Alberta are Albertans. In 1984, 62 percent of the total travellers were Albertans and contributed 48 percent of the total $2 billion of revenue generated.

Further, any new tourism strategy needs to recognize the significance of fish and wildlife resources as a basis for tourism development. Retail outlets must become involved, or at least be asked for their opinion, with respect to recreational fisheries management.

Commercial Recreation Angling Opportunities (Fish Farms)

At present, there is this type of activity in Alberta. However, the Association has little or no involvement. Fish farms can be viewed as an asset to alleviate pressure on native fish stocks and user day pressure at campsites especially near urban centres. Given that

80 percent of Alberta's two million people reside in urban areas, these types of ventures will no doubt continue to expand.

Guiding/Lodges

Opportunities for this activity and their contribution to recreational fishing have largely been unexplored or researched by the Association. The opportunity for these activities is not necessarily limited to the northern area of the province given the quality angling of the Bow River downstream from Calgary, Eastern Slopes water courses and the Crowsnest Pass areas.

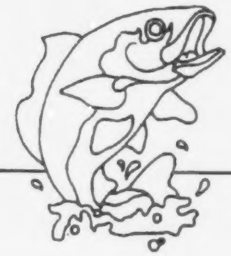
This component of the industry has yet to be approached with respect to their contributions to recreational fishing in Alberta.

Recommendations

Recreational fisheries co-operative management in Alberta is in an infant state. The need for co-operative management programs must be communicated to all involved entities. A policy with respect to recreational fisheries co-operative management which outlines all participants, problems, possible solutions and action plans, must be addressed immediately. This policy should be consistent with the "Fish and Wildlife Policy for Alberta", Government of Alberta, 1982.

Further, it is recommended that:

1. Senior government recognize Alberta's fishery as vital and that the fishery receive priority where water usage is concerned.
2. Adequate budgets be allocated to properly manage the fishery resource.
3. Commercial fishing valued at $1.5 million annually, be reviewed in the context of a management tool and not as a political or financial incentive.
4. All government departments inclusive of Agriculture and Environment become committed to fishery management principles.
5. All provinces where concerned become involved in Lake Management Plans.
6. The recreational fishing industry entities be made aware of the opportunity for their contribution.
7. Other industry be regulated for "No Net Loss" of habitat rather than mitigation only.
8. Angling fees be increased beyond the current inadequate $5 to reflect financial considerations required for increased management activities.
9. Domestic net fisheries be regulated to "subsistence" as intended.
10. Information and fisheries education programs be further developed and enhanced to inform the public of their role as responsible anglers.



11. A recreational fisheries advisory council be established to provide a forum for discussion and advice to senior government.

12. Regulation simplification be a reflection of fisheries management and not a paint brush approach to people management.

13. Co-operative agreements between federal and provincial governments become a working arrangement that is visible to the public.

14. An appeal mechanism beyond the normal provincial representative as a federal fisheries officer, be established to provide for appeals regarding season or limit changes, directly to the federal Minister responsible.

15. The federal government recognize the production of fisheries, equal to the recognition of native fishing, as an obligation under existing treaties.

16. Educational institutions be encouraged to include fish and wildlife management as an integral part of studies in the Agricultural, Forestry and Water management areas of study.

17. The responsibility for fisheries inventory be shared between provincial and federal budgets.

CONFERENCE PAPERS

A Code of Ethics for Anglers

Dennis Pattinson
Saskatchewan Wildlife Federation

I am delighted to be invited to this conference on our national recreational fisheries.

I have been asked to discuss a code of ethics for anglers. What are ethics anyway? Do anglers already have them? Do they need them? What good are they? Can they be legislated? If we prescribe and abide by them, who benefits? What causes anglers to lose faith in the ability of managers to manage and direct? Does fisheries information and the condition of the resource cause anglers to be more protective of it and hence subscribe to a personal code of ethics?

When administration is slow to act do anglers react negatively? Does a quality fishing experience cause an angler to reevaluate his attitude to the resource? What is a quality fishing experience? To whom? But what do anglers want anyway?

Some want solitude and quiet. Some are content to drive bumper to bumper, to stand shoulder to shoulder to fish in some river or stream. Recreational fishermen want the opportunity to spend their leisure time enjoying one of the most relaxing and entertaining pastimes that nature has provided. Good companions and tranquil surroundings are therapy for the soul.

There is not one way of going fishing, but many, and each has a special appeal and meaning to its devotees. Many fishermen dislike fishing with bait and prefer to limit themselves to a fly. Others like fast river water and others, calm lakes. But no matter what type of gear or water all are a restless type and tend to cast or troll. So that going fishing and a quality fishing experience do mean different things to different people, and if all are happy there is no point in arguing the pro's and con's.

But the point of it all is that the pleasure of fishing could not exist without the resource – meaning the fish and the water – the habitat. Badly conducted logging operations and badly constructed access roads have silted streams and interrupted flows.

Pollutants from cities, careless agriculture, use of fertilizers have caused a buildup of nutrients in the water, and the unrestrained use of pesticides have all taken their toll. All abusers in the name of progress, and no one speaking up for fish!

These are only some of the questions which have to be answered, and there are many, many more than haven't even been asked. I'm going to endeavour to provide some opinions and I'll ask even more questions I hope will provoke some thought.

I have had some experience in promoting fisheries management and angling opportunities in Saskatchewan. I even was a part-time commercial fisherman in the inland freshwater fishery.

Anglers, who should be united in a national organization to get their interests addressed, don't speak up like the hunter does on behalf of the resource he especially enjoys. When the hunter spots some difficulty with the wildlife resource – a visible lack of sharptail grouse, or pheasant, or deer, he is at once vocal in his association, calling for stocking programs, closed seasons, feeding programs, shorter seasons, bucks only or what have you. He doesn't see wildlife and he wants the wildlife managers to do something about it, and now!

The fishery resource, unlike wildlife, is hidden. Because they are usually not seen, anglers tend to make excuses for their inability to catch fish. They use some of the oddest, but accepted, excuses: the moon is in the wrong phase, too warm, too cold, the pike are losing their teeth, fish don't bite in the summer, should have been here last week. And on and on it goes. Very few anglers think the reason why they aren't catching any fish is that there aren't any fish to catch.

I want to say at the start that most anglers and fishing lodge operators have personal ethics they apply to the fishery. Not all are the same. Some will apply to the quantity of fish, the size of fish, and for others the concern will be the type of gear.

But the anglers are harder to manage than the fish. Recreational fishermen tend to spend their time on lakes or streams rumored to be the most productive, and crowded conditions tend to get ethics thrown out the window.

There is no reward for non capture. If this angler does not keep the fish he has caught, will the next angler catch it and keep it?

When fishing stocks fail and overcrowding of anglers takes place, ethics are almost nonexistent. Most everyone crowds in to get his share of the action. The angler who has a strict personal code of ethics is not there because he won't fish under such circumstances.

We, as anglers, have been programmed to an unfortunate past. A great many of us believe that fish existed everywhere in historic abundance. Canadian anglers have in their heritage three unfortunate concepts:

1. There is an unlimited supply of fish.
2. Regulations are unnecessary.
3. Fishing should be for free.

None of the above is true and we must jointly take action to modify these concepts.

But what do anglers want? All fishermen want a fair share of a protected, well managed resource. The freshwater fisherman wants fish fit to eat, caught in water fit to drink. But I believe that anglers generally have a code of ethics. It is certainly a personal thing, but nevertheless it's in place and goes all the way from catch and release to protecting the environment.

I want to examine the three items I have just stated as time and information change public opinion.

Anglers know there is not an unlimited supply of fish. They have seen the decline of fish stocks in their favorite stream or water hole. They have seen the increased allocation to commercial fishermen of some species already under extreme pressure. And they also know a great many enhancement programs will be put there with their assistance and sweat. And they are more than willing to contribute.

Anglers no longer believe regulations are unnecessary. Ever since the first settlers arrived in the west and unloaded their picks and shovels off the covered wagons, agriculture, unregulated, has played an important part in the desecration of the inland fisheries.

Federal and provincial Departments of Environment have to take their place at the table of blame for not doing more to protect the resource. And you and I are to blame also. For not knitting together a strong national organization to speak up for fish and fishermen.

If logic is going to prevail then the Canadian Wildlife Federation is going to be that organization.

The Department of Fisheries and Oceans, in a presentation to the Pearse Commission, stated:

"The credibility of the Department is at stake if it is generally perceived that we cannot, or will not, protect the resource. Nonenforcement breeds lawlessness and penalizes the lawful. The resultant breakdown in law and order makes the job of stock management extremely difficult as disrespect for the law quickly transfers into disrespect for the regulators."

So very true. Not only has the federal government got its hands full when it comes to enforcing all regulations, so have the provincial agencies.

We in Saskatchewan have a set of guidelines to govern mineral exploitation. I want to just repeat one case where disrespect for the regulators is readily apparent because of their inability to enforce their regulations.

The Saskatchewan government issued a permit to a mineral exploration company which set up a camp of tents on the ice surface of a northern lake. The location the camp foreman picked was directly in front of a cabin on the shore. The cabin owner arriving at the lake to ice fish noticed large amounts of diesel fuel on the ice. He called the conservation officer who conducted an investigation and gathered evidence.

Consequently a charge was laid under the federal Fisheries Act, Section 33-2, which prohibits the depositing of a deleterious substance in any place where it may enter water frequented by fish. Court was held and the good guys lost. Why? Well, for a number of reasons:

One, the owner of the company did not know of the diesel fuel spill. The offence was committed without his knowledge or consent.

Two, the court ruled this is a strict liability offence. So the exercise of due diligence to avoid the spill is a defence. In other words, the accused must be acquitted if he exercised reasonable care.

What kind of bullduram is this?

When the present federal Fisheries Act was put in place a few years ago, sportsmen across this country thought it was one of the greatest pieces of sound environmental

legislation to protect fish and fish habitat. We lobbied Government M.P.'s to proceed, and Opposition M.P.'s to support the bill and not make massive amendments.

Well, the bill was put in place and everyone relaxed a bit and said: "Now let those spoilers fool around with fish and fish habitat". But there's not the protection in the bill that we thought. If we can't gather evidence and have the Prosecuting Counsel present it in a way where convictions are obtained, then anglers need to unite once again go after the M.P.'s for stronger measures.

We have to have experienced law enforcement officers to gather evidence and be able to present it in court. The prosecutors must have a personal feeling toward the resource and be able to present the evidence in a convincing way to the judge.

We don't need law enforcement people who couldn't track an elephant with a bleeding foot through a snow bank. Or prosecutors who think they are selling used cars. Or judges who consider these offences on the same level as parking tickets. The resource belongs to all of us, and future generations. Let's all protect it.

In spite of all this, anglers believe in and obey regulations.

I'll give you an example. In British Columbia last year, anglers enjoyed about 1.125 million angler days of fishing on the ocean. 930 charges were laid for infractions. 692 were tickets of a minor nature, mostly caused by ignorance of the regulations. 238 were of a more serious nature, overlimit, etc..

How's that for regulation compliance? I'll bet you fisheries managers wish you could get the commercial fishermen to obey regulations like that!

Last year, also in British Columbia, they had 50 new spot closures for fin fish. These were boundaries out in the ocean that you found by compass headings. You had to be an oceanographer or surveyor to even find them. And the patrol boats laid a total of 13 charges against the anglers for that particular regulation.

The fisheries officers were elated over the compliance by sportfishermen. If only they could get that kind of cooperation from the commercial fishermen.

I firmly believe that anglers have a good gut feeling about the fisheries resource and the regulations. Good gut feelings translate into a personal code of ethics and you can't legislate ethics. They are created by a personal and public concern. Anglers need to be informed of actions taken for fisheries protection on their behalf if they are to co-operate with the regulations and not oppose them politically.

And so I come to the final item, that because fishing didn't cost anything in the first place, it should be free.

Nonsense!

Anglers everywhere have asked their governments for increased licence fees to protect and enhance the resource.

In Saskatchewan, we, as the Saskatchewan Wildlife Federation, requested the government double the licence fee with the condition that one third of the total go into a special Fisheries Enhancement Development Fund. We pledged our organization to go to the public to explain the need for increased fees. We did and the government did. And it's working. Saskatchewan Wildlife Federation branches are engaging in joint ventures with the Fisheries Department to construct and operate walleye rearing ponds, pike spawning beds and winter aeration systems.

Show and explain the need and the sportsman will respond in a most positive manner.

The Fisheries Development Fund, financed entirely by angling licences, is good for the commercial fisherman also. He has the opportunity to net extra game fish without causing too much of an uproar, and in the inland fishery, same as everywhere else, it is usually the game fish that brings the most in the market place.

To really address the conservation ethic, one has to look carefully at the competing users and decide who pays, who has paid and who should pay in the future.

I note in the National Statement on Recreational Fisheries it is stated:

"All users of the fishery resource also bear a responsibility for its conservation and wise use. Anglers and the businesses which profit from angling activity are direct beneficiaries of a healthy recreational fishery. So they bear a responsibility for its continuance. This responsibility extends not only to caring for, and participating in, the protection of the resource and its habitat but also to assuming part of the cost of maintaining the privileges they enjoy."

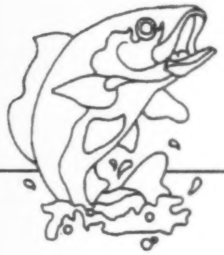
The authors of that particular section must have been writing under a moon with their tongue in their cheek. I have always had a strong belief that, while the angler might not pay all the costs of operating his share of the fishery, he comes closer than anybody else.

But everyone in this room knows where governments have spent their efforts. And it hasn't been on the recreational fishery! Provincial governments have the best track record and maybe because they are pushed by irate angler organizations. I, and the organizations I am part of, have paid, and want to pay. What I don't want is anyone to suggest I haven't paid anything so far.

In 1976 Environment Canada, Fisheries and Marine Service, produced a "Policy for Canada's Commercial Fisheries". Ever see one produced for the recreational fishery?

Just so we get the story straight, and because I object to some of the past fisheries efforts especially when it is suggested that anglers don't pay their fair share, I want to just take a moment for some comparisons.

It became apparent in 1975 that the federal government had to do something about commercial fishermen and fish processing companies. A variety of thrusts and incentives were embarked on in the years following the policy of 1976. In fact, the total authorized aid would, if used entirely, work out to approximately $2,200 for every commercial fisherman in Canada. This was in addition to normal expenditures estimated at more than $200 million per year by federal and provincial governments.



This is not to be confused with Fisheries and Oceans ordinary budget of which commercial fisheries is certainly the prime benefactor.

Don't misunderstand me. I'm not against the expenditure and utilization of the resource to provide jobs and an exportable commodity. Just don't say the angler doesn't pay!

Another series of items comes to mind when you talk about expenditures. When the commercial fisherman buys nets, motors or gear, or even boats, those purchases are federal and provincial sales tax exempt. But the angler pays federal and provincial taxes on his boats, boat operation and fishing supplies, and he also pays as a taxpayer all the funds required to prop up the other users of the resource.

If you were to say this is a bit unfair, I would agree! I want you to know the angler doesn't want, or expect, his fish and fishing privileges for free. And I want all governments to know: protect our fishery resource. Don't let it get to the point that the anglers and commercial interests are arguing over who gets the last fish.

However, I want to end my talk on a most positive note. I want to present to this conference an angler's code of ethics. I want the delegates to study them, discuss them, and certainly to improve them. Add to them if you wish. But let's leave here with at least the start of a code of ethics for anglers we can all use.

They are as follows:

1. Subscribe to the highest standards of integrity and conduct as behooves an angler or outfitter's guest or any user of Canada's resources.
2. Treat our water and fish resources so as to bring credit to yourself and other anglers.
3. Take an active role in preventing environmental degradation. Our fresh water and shores should be left clean — free of bottles, discarded fish line and garbage.
4. Support the wise stewardship of our fisheries by abiding by angling rules and regulations.
5. Become informed regarding fisheries management for better understanding and appreciation of the resource and its users.
6. Believe that fishing with peace of mind, with tranquility and amidst the beauties of natural sounds and places far outranks the undesirable competitive fishing for only the biggest fish or the most fish.
7. Believe that anglers should not keep more fish than they can use.
8. Believe that all fish caught should be handled with care, promptly releasing fish surplus to immediate needs. (The use of barbless hooks and small mesh and/or rubber landing nets facilitates quick, safe fish release).
9. Respect the rights of others to use and enjoy our lakes and fish, our wild places and game.

10. Become acquainted with and practice all forms of water safety.

The one most important ingredient for strong recreational fisheries is a knowledgeable, informed, organized association of anglers who know what they want and are powerful enough politically to have some influence.

I believe the Canadian Wildlife Federation, with its interest in the fishery, is indeed the organization. I intend to promote them as such. We are a political lobby group for good fish and wildlife management. We make no bones about that. Matter of fact, we're darn proud of the successes we have had. And we haven't done it alone. We have been successful because some concerned fisheries managers clued us in and got us going on the right track.

To the government fisheries people who are present, a word of advice: cultivate your local anglers' clubs. Inform them and they will be on your side. There are some in this very room who gave the Saskatchewan Wildlife Federation sound advice and direction and we all benefitted. Even the fish!

Count on us to help.

Marine Recreational Fishing Opportunities

Shirley Bennett
Prince Edward Island Deep-Sea and Tuna Sportfishing Association

Introduction

We are very pleased to attend this conference on recreational fisheries. We would like to present to you some issues and ideas on marine recreational fishing in Eastern Canada.

Prince Edward Island, Canada's smallest province, is rich in natural resources which support the development of many industries including farming, fishing and tourism. Small towns and villages, rolling green fields and forests can all be discovered as you travel down a quiet country road. At the end of almost any of these scenic by-ways, you will enter a small fishing village and spy a sheltered harbour. This silent beauty and fishing are among the greatest tourist attractions in P.E.I.

In our province, as in other provinces, inland sportfishing is quite diverse. The angler may try his luck at any one of more than 100 fishing holes in search of Atlantic salmon, brook trout or perch. Just to touch on a few of the issues in the area of recreational fisheries in P.E.I., we will mention the following items briefly.

In the past, trout and salmon fishing were much more significant. As long as 75 years ago, they acted as major drawing cards for tourists. Since 1960, however, the salmonid fishery has declined dramatically for numerous reasons, principally habitat degradation. But recently, a co-operative effort among local residents, provincial agencies and the federal fisheries department has returned one of our deteriorating rivers (Morell) to near-former levels of production, therefore improving the habitat for the salmonid stocks. P.E.I. is also developing a provincial conservation strategy. This strategy includes: re-establishment of sea-run trout in our bays and estuaries, and experimentation with semi-natural rearing techniques.

Recreational fishing on P.E.I. will, in the future, act as a catalyst, we hope, in attracting anglers to our province. From this, more jobs can be created. What we have been asked to speak about, however, is marine recreational fishing. That is recreational fishing carried out in our coastal waters — the Gulf of St. Lawrence and Northumberland Strait.

The Deep-Sea and Tuna Sport Fisheries

Imagine for a moment, if you will, the thrill of setting sail for the open waters of the Gulf of St. Lawrence on-board a sleek, 40 ft., fully equipped, sportfishing vessel. This exhilarating, early morning sail will be your first taste of one of Prince Edward Island's two marine recreational fishing experiences: deep-sea fishing and giant bluefin tuna fishing.

Possibly some of you here today are not familiar with these types of sportfishing. So I'll give you a brief explanation of each.

The Island's deep-sea fishing offers a stimulating four-hour excursion on the bountiful waters of the Gulf of St. Lawrence, or in some cases, the Northumberland Strait in search of deep-sea species such as cod and mackerel. Clients, usually vacationing families, coming from areas in the United States such as Texas, Idaho and Florida, along with many Canadian visitors coming from as far away as British Columbia, the Northwest Territories and as near as our own communities, can hardly contain their enthusiasm when they realize that a prize catch is nibbling at their line.

The very reasonable fee of $10 per person with special rates for children, the fact that no licence whatsoever is required, and bait and lines are supplied free of charge, all add to the attractiveness of the sport. In addition, at the end of the trip, the captain will clean, fillet and bag your fish to take home. Or if it is a prize catch, you may want to keep it intact to be mounted at a later date.

Tuna fishing with rod and reel off the shores of Prince Edward Island is the ultimate sportfishing experience. Each morning from early August on into October, modern, well-equipped vessels sail out from numerous Island ports in quest of the giant bluefin tuna. Over the years, our small Island has become internationally known for its tuna sportfishing attracting anglers from Venezuela, New Zealand, Mexico, British West Indies to name a few. P.E.I. at present holds major International Game Fish Association records and has dominated the world record book since 1970.

Groups of up to six anglers may share the cost of $250 (Can) to hire a vessel and an experienced crew for a day-long excursion which may culminate in weighing in a giant bluefin in excess of 1200 lbs. As in deep-sea fishing, no licence is required by the angler, and 50, 80, 130 lb. tackle as well as expertise is supplied by your captain.

Tuna fishing with rod and reel is a demanding sport. When the giant fish strikes, whoever is in the chair remains there until the epic battle is finished with others on board helping to manoeuver the chair to keep rod and line pointed toward the tuna. Once brought aboard, the fish becomes the property of the captain. But ample time for photographs is available at the weigh-in ceremony.

It is very difficult to do justice to describing these two important types of sportfishing. But we do have with us more information and visual aids to better describe these sports which we will make available throughout the conference.

Over the years, it has become apparent that there are two distinct groups of clientele who have been attracted to P.E.I. by one or both of our saltwater sportfishing experiences. Comprising one group are the big game sport fishermen, who come to Prince Edward Island especially for sportfishing. A large proportion of those in search of the giant bluefin tuna are in this group. These individuals are prepared to spend considerable time and money to fish during their leisure hours, and, according to the Richardson Report done in 1972, each of these anglers will leave approximately $500 per day in a particular area.

The second group is made up of visitors to the Island who come primarily for our beaches, warm weather, theatre, etc., and who decide to spend a morning or afternoon "trying their luck" at fishing. The majority of the deep-sea fishing clientele fall into this category. Though no official study has been done, we can assume that a family of four will also contribute considerably to the economy of a particular area for each extra day they are visiting.

Traditionally, the vacation family has been attracted to deep-sea fishing, rather than tuna sportfishing. Possibly the reason is the simplicity of the technique involved in deep-sea fishing, allowing small children to take part. However, it is also possible that deep-sea fishing has been portrayed through our advertising as the recreational fishing experience best suited to a family, and tuna sportfishing has been touted as more attractive to the

lone big game sport fisherman. We feel it would be to our advantage to present both varieties of our marine recreational fishing as family experiences.

Already, many women have taken part in the quest for the giant bluefin. The present world record for women was set in 1978 at North Lake by Dr. Colette Perras from Montreal who landed a 1,170 lb. tuna. Younger members of the family, though inexperienced, may also try to "hook the big one" since it is the skill of the captain, the set of the hook and the proper handling of the rod and reel that are the crucial factors in successfully landing a giant bluefin.

The Economic Contribution

To turn now to the economic aspects of our industry, we must first state that it is difficult for us to determine the combined economic value of deep-sea fishing and tuna sportfishing to the Island community due to the fact that, to our knowledge, an official study has never been done for this particular industry. Many points should be brought to light when discussing the value of this type of marine recreational fishing to our province:

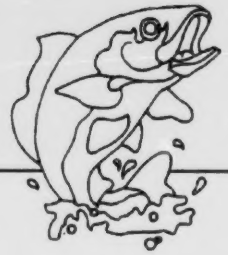
1. The majority of those involved as operators in the marine recreational fishery on P.E.I. are commercial lobster fishermen. When lobstering is over at the end of June, these men turn to sportfishing to supplement their incomes as opposed to taking part in what seem to be less stable fisheries such as dragging and net fishing.

2. Each of these operators is a small businessman who employs as many as 10 persons. In other words, this industry has the potential to generate more jobs. It should also be stressed that these jobs are not only those directly related to the business itself, such as boat operators and crew members, but also jobs indirectly involved such as line and tackle suppliers, bait suppliers, life-saving equipment inspectors, car rental agencies, airlines, motels, tourist homes, restaurants, clothing stores and grocery stores.

3. The giant bluefin tuna fishery, which gets underway in mid-August, during the height of our Island's tourism season, continues into late October, extending our regular Island tourist season an additional six weeks. Therefore, this is an excellent shoulder season tourist attraction. It offers a financial benefit to the region because every extra day these affluent anglers remain in the area, our other businesses in the tourist industry thrive.

4. Last, deep-sea fishing and rod-and-reel tuna fishing as we offer it, are unique to Prince Edward Island. Nowhere else in the world can a person fish with a rod and reel for bluefin tuna and expect to catch a fish weighing 1000 lbs. or more. In the same light, where else but deep-sea fishing on P.E.I. can a group or family experience a sail on the high seas and look forward to catching a fresh fish for supper or to display to friends.

The bottom line is this: not only do deep-sea fishing and rod-and-reel tuna fishing benefit the fishermen that operate the businesses, they also support seasonal employment, enhance neighbouring businesses and provide the potential to attract more tourist dollars to Canada.



Recommendations

After careful thought and consideration, and keeping in mind problems specific to our province, but also Canada as a whole, we offer the following recommendations:

1. First and foremost, we are extremely cognizant of the fact that Canada's fisheries are a valuable natural resource. The fish stocks in our coastal and inland waters are plentiful, but in no way infinite. Therefore, the first and most important recommendation to be made is that resource management strategies must be developed to protect already diminishing quantities of fish in our rivers and streams, as well as our ocean waters.

   If large draggers off our East coast continue to be allowed to take small cod and other species, then it would seem obvious that, with a diminished stock of young fish, it will be only a matter of a few years before this fishery is in danger. As we mentioned earlier, cod and mackerel are the prominent varieties of fish caught in deep-sea sportfishing. Similarly, Japanese longliners continue to fish just outside the Gulf of St. Lawrence for all sizes of bluefin tuna and will no doubt damage the supply of giant bluefin schooling off our shores. It is evident they take as many bluefin in one dip as we would in several years in rod-and-reel fishing.

   Our organization, the P.E.I. Deep-Sea and Tuna Sportfishing Association, offers its full support and assistance to federal and provincial governments to: (a) undertake necessary research to evaluate the fishery in our area; and (b) implement measures to rehabilitate damaged fish stocks. We are also anxious to work with government and industry to inform and educate sportfishermen and the general public about the value of our fisheries and the importance of resource conservation.

2. The second recommendation we would offer deals with the maintenance of a viable recreational fishing industry.

   We think marine recreational fishing on the Island has the potential to continue to be profitable for those directly and indirectly involved, and could become more lucrative with proper direction. Therefore, we recommend that governments, while offering guidance and assistance, keep in mind that over-regulation could lead to a decline in the benefits realized in this industry. To give an example: we have become aware of the possibility that life saving equipment requirements on board vessels may be increased to 100 percent capacity from the present 50 percent. This, in itself, would create a financial burden of several thousand dollars to each operator and would cause some operators to reconsider the feasibility of their sportfishing operation.

   We are certain that, with careful and thoughtful planning between governments and the recreational fishing industry, a responsible approach to develop our industry can be realized.

3. Marine recreational fishing opportunities offer the potential of attracting many more tourist dollars to Canada and P.E.I. in particular. By way of our third recommendation, we propose several ideas.

   As we mentioned earlier in our presentation, vacationing families are a highly receptive target group to which information concerning recreational fishing could be

presented. We recommend that governments and sportfishing organizations work side by side to identify other potential markets. Further, they work together to integrate promotion of this popular sport into provincial and national tourism promotion schemes. Other suggestions include:

a) a national guidebook on recreational fishing in Canada;

b) full-page colour spreads in various national and international sporting magazines depicting fishing opportunities as is done with other recreational activities such as hunting, skiing and so on;

c) production of video material dealing with recreational opportunities in Canada to be viewed at trade shows and distributed to international sport clubs.

4. Our fourth recommendation deals with a problem specific to Prince Edward Island.

The opportunity to go tuna fishing on P.E.I., as in other areas across Canada, is governed by a season. In most cases, the season's opening and closing dates for other species remain the same each year. For example, the lobster fishery opens May 1 and closes June 30. The tuna fishery on P.E.I. however, does not have this luxury. Each year we await the official announcement of the date the season will open which, in the past, has been as late as four to six weeks prior to the official opening. This causes many unnecessary problems for the rod-and-reel tuna industry since the majority of anglers wish to plan fishing trips at least a year in advance.

We recommend, therefore, that the official announcement concerning the opening of the tuna fishery on P.E.I. be made no later than January 31 each year.

At this point, we applaud the government for implementing the tag and release program on P.E.I. for 1986. The decision was welcome news to the industry. It allowed many eager sport fishermen greater opportunity to experience the thrill and personal achievement involved in catching a giant bluefin.

For this program to be successful, it is imperative that we promote our product on the international scene and this involves considerable time. Since the tag and release program in 1986 was implemented merely as a pilot project, we recommend that a decision on the future of the program be made as soon as possible to allow for the proper promotion.

5. Some popular fishing areas throughout the country are faced with the problem that they are not capable of sustaining increased patronage by fishing enthusiasts. Our fifth and final recommendation deals with this problem. Though several areas of the country may experience excessive fishing pressure, the leisure requirements of Canadian and foreign anglers alike can be met if less well-known regions of the country are promoted.

We, therefore, recommend that through consultation with regional associations, governments and industry identify areas which can sustain increased angler participation and, with this knowledge, formulate information programs to educate the fishing enthusiast about the regions more anxious to accept their patronage.

Conclusion

In conclusion, we would stress that the recreational fishery in Canada is an important aspect of what our country has to offer its citizens and visitors alike. In order that the health of the industry be maintained and improved, ongoing consultation among governments, resource users and industry must take place. The P.E.I. Deep Sea and Tuna Sportfishing Association is prepared and anxious to assist and participate in the formulation of strategies necessary to conserve and develop our recreational fishing industry. We sincerely hope that this conference will be the first step toward our common goal.

CONFERENCE PAPERS

Maximizing Business Opportunities in Recreational Fisheries

Hart Mallin
Payless Fishing Tackle – Manitoba

I assume that all those involved in the conference are aware that there is in Canada today a vibrant sportfishing industry. And, at least a significant part of that industry exists today only because it has always existed. The comments following speak to the question of maximizing the opportunity for business development within that community.

Breaking the inertia is difficult within an activity that started before any of us can remember. The attitude many of us hold toward fishing is akin to the spiritual. Indeed, "the spiritual" forms my first category in evaluation of any sportfishing business. How does the promotion of business relate to the spiritual connection your potential clients have to the sport? Are they well experienced, dilettantes, or casual? What local elements of pride and privacy would be significant? Generally, do you see a threat to their personal desire to fish?

Forming the next category is the question of "mystery". How does one make the mundane more exotic, and the exotic more accessible? The enigma of sportfishing is a powerful element in the angler's appreciation of the sport. It is essential to maintaining a long range plan.

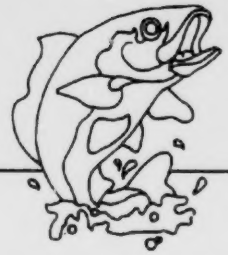
The third element I would look at is that which addresses the "practical". Food gathering, the dollar value per kilo of the catch. Not as intriguing as trophy fishing, but, nevertheless, an important factor to a significant percentage of noncommercial anglers.

Our clients are difficult to quantify. They come from every occupational group, cross over every socio-economic barrier, and include the very young to the very old. This complex group has largely been ignored politically, and lacks a coherent voice to lobby for its needs. It not only demands recognition, but cries out for definition. Its evolution has been a natural development of its history. Its eclectic nature and lack of direction mean you almost have to guess at whom it is you are addressing. What then are the general needs of this population and, how may we best fulfill them? Therein lies some direction for "maximizing business opportunities in recreational fishing".

It is my contention that the vast majority of dollars spent on activities and purchases relating to sportfishing are spent by Canadian residents. Therefore, a proportionate amount of promotional funds should be directed to that group. Employment objectives and multiplier effect formulae notwithstanding, we should direct our resource development funds towards achieving the most economical results based on the cost per angling hour. Our promotional funds should be directed to education and public profile, while never neglecting the basic needs of the spiritual, the enigmatic, and the practical.

Participation is possible for anyone. Therefore, we should try not to exclude any economic group or age group. Nor should we limit our promotions to groups with specific levels of expertise. We can develop small, highly motivated, highly informed groups. But we must, in turn, use those people to incite interest in others. Management education is the preferred method of reaching a cross-section of our general population with information designed to excite, interest, and concern.

Management education would include promoting the efficacy of catch in a particular body of water, by introduction of catch and release policies. There is no contradiction in method if one is solely directed to long term development. Excite the spirit with allusions to family, natural beauty, tradition. Keep the mystery alive with the possibility of the



elusive trophy. Reduce the limit to conserve as well as make "getting your limit" more possible. And offer a tangible reward for practicing conservation. Let them dream, catch and eat, but make it essential to them to want to continue.

Migratory birds are easier to see than fish, and more reliable. They provide an ethos that extends to our seasonal calendar and sense of being. So far, it's easier to raise money to conserve them than fish. But will that continue as interest in hunting diminishes as it has continually during the past decade? Likely, it will, not only because the hunting lobby is so strong, but also because ducks and geese excite our sense of spiritual presence in our own country. We need to elevate the lowly fish. Not take it for granted. And we need to change our attitude of "angling as a right" to "angling as a privilege".

Recently, an ongoing controversy as to which Manitoba town is the true "Catfish Capital of Canada" has attracted a good deal of press. Everyone loves a fight, and a friendly one with humorous innuendo is always a favorite. Emerson and Selkirk engaged in what was perhaps a well-staged media brawl. Accessing some major American media was a further step in the promotion of their towns. The results were significant. But they did not work towards maximizing a business opportunity.

The opportunity to create a tradition of "world class catfish fishing" was ignored. Rather, only the accessibility of the experience was promoted. Any urgency in the promotion of recreational fishing is short-sighted. The superior resource was popularized successfully, but, at the same time, it was badly exploited. Too many good anglers came. The family experience was not approached, and the long term effect on the fishery is just now being explored. Don't oversell a finite resource. It's simply not good business. Besides, we have much more than easy fishing to sell.

Angling technique is a much more sought-after commodity. Location of optimum water, equipment usage, boat handling, high- tech electronics and much more excite and intrigue a growing segment of our clients. As the National Hockey League encourages their league hockey in our community clubs, we, as an industry, need to develop a public school curriculum nationally. The possibilities of such a program are limitless. Our business opportunity will always be linked to the abundance of our resource. If we are to encourage a growing concern and respect for that resource, our schools can play a major part. Response from the fishing tackle trade would be astounding. Educational aids and resources are waiting to be used, and, increasingly, in a nonspecific way. Tackle companies who have recognized the need for long term planning, are increasingly opting for non-product- oriented educational programs.

A wealth of resources lies untapped in the community of fishing guides, so many of whom are unemployed in the off season. We would do well to use their expertise in public fora and classrooms.

Coupled with education is accessibility. Travel time and cost are important components of most fishing trips. By balancing the practical with the experiential, a great deal could be done to develop our urban fisheries. If it is too expensive or too inconvenient to get the people to the fish, bring the fish to the people. In the majority of cases, you don't even have to supply the fish. Letting your client know about angling prospects close to home makes good sense. Supplying access to rivers that pass through cities, promoting lunch hour angling, is making the mundane more exotic. Where pollution is a problem, promote the experience as the medium and approach the practical on the basis of cost. Let's give credence and pride to city river fishing. Let's support pier construction, and wheelchair ramps, and let's leverage the wholesome and rewarding service we sell. Every noon hour angler is a potential lodge guest. Every "coarse fish" angler is a candidate to be sold in the exotic thrill of trophy fishing. The more often our clients fish, regardless of intensity, the better.

How many abandoned reservoirs could be stocked with northern pike or perch within city or town limits? Would a single day's moratorium on fishing licences encourage participation? Low cost, low profile promotions are too often ignored, or left haphazardly to the private sector. A concerted effort to organize ongoing, informal, low cost activities would doubtless reap impressive long term results.

Regional disparity is a part of any Canada-wide project. Local and regional publications serve the needs of anglers for specific information. Government tourism printings and advertising programs too often ignore the potential that regional magazines and tabloids offer. If job creation is to play a part in the allocation of public sector funds for the promotion of recreational fishing, regional publications should be recognized as an important part of the business community. Their enhancement should be encouraged as a vital tool in the delivery of management education information. Their presence supports the spiritual in their close connection to the history and culture of their publication areas. They enhance the challenge and mystery of the sport by bring the information "home". Practically, they are extremely cost efficient in reaching a target audience of anglers within a certain locale.

Competitive fishing has become a big money, high profile business in the U.S.A. Longer seasons and more dense population account, partially, for the contrast in its prevalence in the U.S. as compared with Canada. I suggest that its encouragement in this country would be detrimental to the long range development of recreational fishing. Its high profile encourages an attitude of exclusivity. Its usual format encourages undue pressure on particular fisheries. In the long term, it does little more than create a forum for commercial testimonials. If we are to maximize business opportunities over the long run, a public profile stressing the inherent values of the activity and elevating the precepts of conservation will serve well to develop an improved Canadian market for recreational fishing. A better informed, more personally involved clientele will do more for business than a developing exclusivity.

Informal competition is a part of our fishing experience. Low profile tournaments are most often fund raising events for game and fish clubs. And, while they may serve their purpose well, regulation is needed. The tendency to hold such events on "easy" bodies of water belies their misdirection in the promotion of the sport.

The quality of our catch is our primary concern. The experience offered is far more important than catching a quantity of fish. An ongoing emphasis on catch and release must be a part of any promotion of any facet of recreational fishing. To encourage competitive events that do not fully recognize these objectives, is diluting long term goals. This is not to say that most major fishing contests ignore these ideas. My suggestion is that this route is an inefficient and potentially harmful method of raising the collective consciousness of our clients. If we can avoid it, we should.

Rather, we can include recreational fishing in the list of activities that the Participaction Program promotes. We could develop the resource and our business opportunities through wholly positive and encouraging methods. We have a well acquainted, but largely uninformed clientele. One day's extra fishing per season, by every Canadian resident angler, would likely ensure the health of our industry and our continuing productivity.

To do this, we need to start small, locally supported enhancement programs all across the country. We need visibility and we need a new type of credibility. If recreational fishing demands the participation of a greater number of Canadians than any other participant sport, can we not find ways of elevating its public profile without using the technique of other competitive sports?.

Yes we can. By educating our children to view recreational fishing as an activity to participate in proudly. By directing our collective promotion of the sport along common grounds of accessibility, enjoyment, and conservation. And by developing an ongoing, national program to gain a higher profile for recreational fishing as a Canadian activity.

Recommendations

1. The idea of a "Recreational Fishing" lobby should be advanced along the lines of Ducks Unlimited. Private sector involvement in resource development is too limited. Mechanisms to encourage direct involvement should be discussed with provincial bodies.

2. "Cost per angling hour" should be a priority in evaluating the effectiveness of publicly support projects. We need to attract and involve as many users, as frequently as possible. Accessibility is essential as is the quality of the fishery.

3. Management education should be a priority in allocation of resources for the promotion and development of recreational fishing. Examples of management education are programs such as those advocating catch and release or barbless hooks. Management should be preferred to restriction of resources. Commitment to long term programs, designed for cumulative effect should be preferred.

4. High profile competitive fishing should not be encouraged. Policy should be developed to direct formal, competitive events to contribute to management education.

5. The provinces should promote the inclusion of sportfishing in school curricula. The attitude our clients have to fishing will determine business viability. The more informed they are, the more viable promotion becomes.

6. Federal and provincial funds should be made available to municipal governments, specifically to develop urban fishing alternatives.

7. Public funds should be made available to enhance the development of regional fishing publications. Job creation monies, Tourism Department advertising, information services could all be made available.

CONFERENCE PAPERS

Maximizing Business Opportunities in Recreational Fisheries

Harald A. Underdahl
British Columbia Sport Fishing Association

Foreword

The eighth biennial National Recreational Fisheries Conference has, as its theme, "A Co-operative Approach to Recreational Fisheries Management in Canada".

This theme is the title of a draft policy statement released by the Honourable Tom Siddon, Minister of Fisheries and Oceans, June 21, 1986, and the first ever developed on a national basis in Canada among all governments. The draft policy focusses on the conservation, use, development and promotion of Canada's fish resources as a valuable recreational contributor to Canada's social and economic wealth.

One of the broad topics for discussion at the 1986 conference is Industry Development and Tourism Promotion and ways in which the private sector can maximize business opportunities in recreational fisheries.

The purpose of this paper is to illustrate to conference participants and readers, not only proposals and ideas for workshop discussions and possible action by governments and industry, but what the sportfishing industry can do through organization based on the experience of the British Columbia Sport Fishing Association (FISH BC) since its inception in March 1986.

The list of achievements is not exhaustive and success, as measured on a scale from one to 10, has ranged throughout the scale. And while short term success is no guarantee of longevity, it does illustrate that "where there is a will, there is a way".

If this paper can generate comment, question and critique, then it too has met with a measure of success.

Introduction

"Maximizing Business Opportunities in Recreational Fisheries". Those are different words but they mean about the same as a number of other papers written and presented over the last decade or so. Such papers as "Recreational Fisheries Initiatives" and "Opportunity that Lingers".

Unfortunately, the potential contained in those papers was never realized as it was intended. However, they may have achieved success in other ways such as being part of the fundamental reason that Canada has, at long last, issued its first draft policy on recreational fisheries. A starting point for co-operative development, hopefully, has been achieved.

There were, and still are, confrontations between resource users that require political intervention. There were, and still are, many other problems. However, it would appear that a framework has been erected within which all the governments of Canada can move ahead to develop the full potential of the recreational fishery.

It is heartening to see that an important element of that draft policy is formal recognition, among other things:

- that recreational fishing is a valuable and significant use of fish resources;

- that our (industry and government's) joint objective is to maintain a high quality and diversity of recreational fishing opportunities; and
- that we (industry and government) should encourage a viable recreational fishing industry and promote tourism in fishing areas which can sustain increased angling activity.

This paper deliberately avoids reference to resource conservation and management in the traditional sense familiar to user groups with one exception which is expressed later. Those are subjects covered by other papers. FISH BC is vitally concerned about the fishery resource and the environmental conditions and management policies which can so devastatingly affect it. And, indeed, although many of FISH BC's members are independently involved in local or regional resource enhancement, habitat restoration and cooperative management projects, FISH BC, as an Association, has elected to concentrate its energies on new private sector business opportunities in recreational fisheries.

Setting the Stage for Development: Problems and Challenges

Fragmentation: A Roadblock to Prosperity

A major stumbling block or problem affecting economic prosperity and development in the B.C. sport fishery is fragmentation. Until 1986 there was no private sector mechanism on which the many elements making up the sportfishing industry could depend to work collectively on their behalf to market the products available. In only eight months, FISH BC has met with considerable success within its own industry, with other industries, in other countries, and with government agencies responsible for the various policies and programs affecting the resource, its management, development and tourism promotion.

Tourism is a broad subject of its own and not the subject of this paper. However, in B.C., as in other parts of Canada, sport-fishing and tourism, are and should be so closely intertwined that it is difficult to talk about sport fisheries development and maximizing business opportunities without tying the two together.

Fragmentation in the sportfishing industry has been recognized by many but addressed by few. Reference has been made to the coordination in the skiing industry and the publicity that surrounds it. Everyone, including anglers, has heard of Whistler. But how many skiers, or anglers for that matter, have heard of Alta Lake, Green Lake, Lost Lake, Nita Lake and Alpha Lake, all mountain lakes in the Whistler area where the trout fishing and scenery are equally spectacular.

The B.C. sport fishery is characterized, in terms of non-Canadian participation, as about 80 percent repeat business. Of new business, most of the remaining 20 percent comes from word of mouth with a few percent coming through travel agencies, print media, trade show and other sources.

In terms of non-Canadian angler participation in both B.C. freshwater and saltwater fisheries combined, the trend has been downward since the early 1970's. The conclusion that can be reached is that promotion and marketing efforts by individuals which involve

mainly mailing lists and participation at trade shows is, on a province wide basis, a losing proposition. New target markets need to be identified and tapped.

Thus, in order to take a more organized and effective approach to promotion and marketing, the B.C. Sport Fishing Association was born. FISH BC now represents a cross section of the industry including saltwater and freshwater resort and lodge operators, guides and outfitters, charter operators, marinas, tourism associations, airlines, and hotels. But there is still a long way to go considering there may be in the order of 500 sport-fishing/tourist businesses in the province.

Credibility of the Industry

A second problem was credibility. There was doubt, both within government and in the private sector, that an industry which had not previously shown any willingness to work collectively could do so now. Basically, this can be summed up in one sentence. If the industry won't support the association concept with both human and financial resources, it isn't going to work.

But to make it work a new view of prosperity had to be taken by industry members. It is not easy to sell the idea that what is good for the industry as a whole is also good for its individual components, particularly when that means helping a business competitor.

Recognition of the Sport Fishery

A third and major problem was recognition of the sport fishery by governments as a tourism generator and valuable contributor to the economy. It is encouraging to see that one of the guiding principles of the draft policy is that, "Recreational fishing is a valuable and significant use of the fish resources" and that "...the considerable impact recreational fishing has on Canada's economy has not always been recognized".

However, there may still be a long way to go with this problem. Governments must ensure that the magnitude of these now recognized economic impacts permeates all levels of government and that policy statements are not just empty rhetoric. If the industry meets the challenge to organize to effectively represent the views of its constituency, governments must then respond positively.

For the most part, anglers may be a beer drinking, rubber tire crowd. But, as the policy draft states, anglers spend $4.7 billion annually on goods and services directly attributable to sportfishing. That's a lot of beer and rubber tires.

Recipe for Success

The Industry: Taking the Lead through Organization

A June 1985 poll of Straight of Georgia based sportfishing facilities to gather ideas on what should and could be done to help the industry build a broader economic base had predictable results. Almost without exception the answer was: "The government should ...". The rationale was that the government had done things for other recreation industries in previous years and it should do it now for sportfishing. It was sportfishing's turn.

These views were reported to the provincial and federal governments. Government reaction was also predictable under the circumstances. No! The rules of the game had changed.

Government is quite willing to contribute. But the days of freebees are gone. The name of the game now is "partners". It was a rude awakening. But it brought the focus of attention for the sportfishing industry to the Tourist Industry Development Subsidiary Agreement. There was now a critical reason to pool private sector resources — to organize — and take a leading role.

Competitiveness within an industry can make organization difficult. It is hard to set aside business jealousies and adopt a philosophy of "what is good for the industry is, in the long run, good for me". But, side by side facilities are now working collectively both within FISH BC and independently. The realization is dawning that MCDONALD'S and BURGER KING know the value of increased traffic and will set up across from each other. Department stores will share the same shopping centre. The idea is fundamental. Get the traffic first and then use ingenuity and resourcefulness to compete with a unique product or service.

Still, those jealousies die hard and territorial advantages are often viciously guarded. But unless the industry overcomes its shortsightedness, it cannot take the lead that is necessary to meet the challenge offered by governments "to develop new fishing opportunities to meet the leisure requirements of Canadians and increase revenues to Canada from tourism".

As a second step, after the industry has consciously decided to prove to governments that it is willing and able to take the lead to work cohesively and collectively toward the common goal of social and economic development, how is it going to do it and why? The answer is to organize. There is strength in numbers.

But a decision to organize leads to at least two basic problems. The first is not so much a problem as a question from those you may want to organize. They will want to know why they should join yet another organization and what it can do for them? It is strongly suggested that answers to questions like these and a few achievable goals be developed before proceeding.

The founding members of FISH BC asked the same questions and wondered if one of the existing organizations could not do the job they foresaw. The quick answer was "yes". But upon examination of the objectives, the final conclusion was "no". This may not be the case in all provinces and the territories. But it begs close examination.

The reason for the conclusion was the purpose of the organization — marketing — and the global product to be marketed, namely, the province of B.C. and sportfishing. No existing private sector organization was oriented to promote and sell British Columbia as "The Stage" and the sport fishery as "The Star", on a year-round basis, nationally and internationally.

That is a tall order for any organization let alone a nonprofit organization operating on a shoe string budget without outside or government support. But it can be done. It takes the dedication of its members, the determination of its directors and the willingness of

governments to honour their commitment to work together with resource user groups and industry "to integrate recreational fishing promotion within overall provincial and national tourism marketing".

As an independent, new organization without pronounced prejudices, herein lies a strength. While an existing organization could be restructured to take on a task similar to that of FISH BC, it is often difficult, if not impossible, to put a shiny finish on a tarnished image. Tarnished, not in the sense of wrongful, or obstructional or confrontational but, rather, in the sense that prejudices by or towards an organization can hinder its effectiveness. Therefore, it is important to start with a clear slate so as to avoid the biases that exist both in government and in the industry.

In the newness that creates a strength, herein also lies a weakness. That weakness again is credibility. A new organization will have no track record, only ambition and good intentions. A new organization will have to prove itself both to government and to the community it represents. Two words of advice: start small. Complete a small project or two and then expand to more ambitious horizons.

The second problem or question is: who should be organized? Fishing camps and resorts? Should independent guides be included? What about marinas that rent boats for sportfishing? The answer is in the product you are attempting to promote and sell – the province and its sport fishery. Therefore, the answer to who should be organized is: everyone whose business is dependent on sportfishing and tourism.

The Government Role

Suppose the preceding steps have now been taken. Where do we go from here?

This is where the system can quickly break down. We now have a draft national policy statement that commits governments to work with user groups and industry in such areas as conservation, resource use, industry development and tourism promotion, and in such fields as research, management and information.

In British Columbia, as in the other nine provinces and the territories, we have a Tourism Industry Development Subsidiary Agreement which offers financial assistance for a variety of private sector initiatives.

There is no doubt that Expo 86 has been a tremendous success and a great number of people now know where Vancouver is and are planning to return. What can we do for an encore? How can sportfishing best serve government tourism plans for promotion and marketing? What strategies is government considering to stimulate private sector investment and development? What information programs can the industry co-operate in? What are the government's target markets for 1987 and beyond, and how are they planning to exploit them?

The answers to these and other questions are vital to the effectiveness of an industry organization. The industry depends on governments to give it direction. In a nonprofit organization there are limited financial resources which must be invested wisely.

Financial assistance may also be a key element in the success of a new private sector organization. However, this should not be interpreted as suggesting that private sector organizations should be dependent on government.

Yet, start up costs for an organization that proposes to provide a full time service to the industry it represents and government can be high. And to be effective, such an organization will have to operate like a business on a full time basis.

Initially, the membership base is zero. It will take some time to reach a point where an organization is self-sustaining from membership fees and fund raising programs. It is to this point that government should be willing to provide some financial support.

A private sector organization can forget the normal financial institutions unless the organization has considerable tangible assets. Otherwise, personal guarantees will be required. Since most of the potential members of an organization are trying to finance and run their own businesses, they are not likely to be in a position to help the organization beyond the normal membership fee structure.

If governments expect the sportfishing industry to organize and spur private investment and development, then governments themselves must be willing to invest in the industry's potential. Not on an ongoing basis, but at least in the formative stages.

Without trying to paint a bleak picture for the sportfishing industry, to "organize to represent the views of its constituency effectively to governments" is easier said than done.

In the draft policy statement, there are several statements that demand a slight departure from promotion and marketing into the area of resource management and user privileges and conflicts.

Since not all Canadians nor visitors to Canada seek the wild outdoor adventure in the pursuit of a fishing experience, we cannot rely on developing all new fishing and business opportunities in remote underdeveloped areas. By and large, the majority of visitors to B.C. will converge on the urban centres of the province. Therefore, developing new fishing experiences or expanding existing ones where possible near these urban centres is likely to create far more benefits than in other areas.

FISH BC recognizes that all resource users have a certain right or privilege to a fair share of the resource. However, many resource users feel they are entitled to a greater share than they now have and for very sound, or perhaps greedy, reasons.

Nevertheless, if fish resources are to be used for the best economic and social benefits, changes in user patterns must take place. Call this the evolution of the "best use" scenario, the evolution from commercial to recreational fisheries and/or other uses. In B.C. much of what could be done to develop and expand salmon sportfishing opportunities in the ocean and rivers gets caught up in age old user conflicts.

However, if, for example, salmonid enhancement programs are creating surpluses to escapement and these surpluses cannot be taken by traditional commercial methods because of the danger to wild stocks in mixed stock fisheries, it is pure waste and folly not

to explore other uses, including sportfishing. Canada cannot afford to pay the cost of producing salmon only to have it become carrion.

In other areas such as the Gulf of Georgia chinook fishery, it is a matter of social and economic benefit to Canada versus tradition. That is an over-simplification. Trade-offs will not come easily. Nevertheless, it must be done.

Industry and Government: A Co-operative Approach

To a great degree, sportfishing is perceived to be and is a male dominated refuge. However, we should strive to change that image. We should be thinking about the direct benefits and spin-offs of combining outdoor activities, culture and a cosmopolitan flavour in interesting packages for families.

Work and leisure patterns have changed. Many families have two working members, fewer obligations and greater disposable income. Couples are looking for things to do together. Instead of losing those tourist dollars to Hawaii, Europe, or to some other exotic place, the sportfishing industry should be looking at what it can do to stimulate tourism by joining forces with other recreation product suppliers on a year-round basis.

B.C. may be unique in this respect. There are few places in Canada where you can ski, pan for gold and fish all in the same day and all within an hour or two of an urban centre where you can also enjoy unique cuisine, shopping and cultural attractions. Other areas in Canada may have similarly unique combinations.

Now that some of the problems have been identified, the industry has been organized, the product and our objectives have been clearly stated, and government has provided direction in relation to its overall plans, we arrive at one of the most pleasant tasks that an industry organization can do effectively. One that can provide direction for development and maximizing business opportunities: an effective sportfishing information system.

In British Columbia this is possibly the weakest area of service at both the federal and provincial levels and an area in which governments even criticize themselves. But little if any corrective action has been taken. Unfortunately, most government agencies have, out of necessity, had to trim budgets and human resources and cannot cope with the information demand. Moreover, government information officers are dispensers of information, not necessarily keen anglers with a deep personal interest in the sport fishery and the resource.

We suspect that this vacuum of information exists, to a degree, because of a general attitude that sportfishing is unimportant. The sport fishery is there. People go fishing. So what? If we ignore it, it will go away. Besides what has sportfishing got to offer?

One answer to the information vacuum is organization and promotion. Skiing has been well organized for many years and it has paid off handsomely in the promotion and attention it has received from governments, the advertising industry and the media. Also, because it is an exciting spectator sport, it has received wide exposure through television.

It is not only information on the "what" "where" "when" and "how" of sportfishing that is needed. What is also of great importance from the resource perspective is public informa-

tion and education about fish resources, fish habitat, conservation and enforcement. The public wants to know. How does FISH BC know that? It went out and asked them.

What FISH BC did was launch a two level program of information service. The first step was to go out to the people and find out what information they wanted. Secondly, we provided a one-stop shopping centre for that information, by telephone, in writing and as an off-the-street walk-in service.

During the summer of 1986 FISH BC set up an information booth in different shopping centres or other high traffic areas each weekend. We sold fishing licences, we answered questions and we asked questions. We also recorded those questions to provide the basis of a report to governments on information requirements and publications.

As part of this program, we also listed FISH BC in the Yellow Pages as a source of complete sportfishing information and now have enquires from as far away as England and Australia.

How does this help maximize business opportunities? For one thing, more visitors now realize there are excellent fishing opportunities year-round that can be tied into, for example, a business trip. Secondly, FISH BC takes the opportunity to explain that a fishing trip can also include spousal and family activities in many areas such as golf, skiing, shopping or cultural attractions. Thirdly, as a service to its members, FISH BC can often convert these enquires into bookings right on the spot. Fourth, since FISH BC has an intimate knowledge of its members' services and the general fishing conditions around the province, it is in a position to provide detailed advice and recommendations. Fifth, enquiries become a source of qualified leads for mailing lists on new fishing opportunities and general fishing information. Sixth, the questions asked can provide valuable information for FISH BC members who may wish to add new services for a particular market.

Creativity and Innovation

An organization representing its constituency effectively must be proactive and use its imagination and creativity. What can it do that hasn't been done before? What can it do for a related or even unrelated industry that can also help the industry it represents and the community, socially and economically? This is really just an expansion of the philosophy that "what is good for the sportfishing industry is good for me" — to — "what is good for business and the economy is good for the sportfishing industry".

This subject is only limited by the imagination. Following are a number of ideas — some of which have been presented before, and many that FISH BC or its individual members have put in place. Each has its own degree of social and economic value and together they can have a positive impact on the sportfishing and tourism industries.

1. *Proposed Sportfishing Television Series* — The resounding success of Expo 86 is evident. As of this writing, attendance exceeds 19 million due, in large part, to a successful advertising campaign.

Tourism B.C. allocated four percent of its U.S. electronic media advertising budget to cable television ads which in turn generated 43 percent of its U.S. enquiries.

Recently, Australia indicated that its television ads in the United States and in other countries, have resulted in a 40 percent increase in tourism. Although, much of the success in Australia can be attributed to the personality in the ads, Paul Hogan who is described as an Aussie Johnny Carson, there is little question of the power of target marketing via television.

FISH BC made application under the Tourist Industry Development Subsidiary Agreement to produce a 13 week sportfishing series for U.S. cable television which would later be aired on other networks in Canada and the U.S. Although the application has been approved, limits to the government's level of contribution – which are being revised upwards – prevent FISH BC from proceeding at this time. In order to allow government time to revise its contribution level, FISH BC has postponed production until 1987.

Telemarketing analysts in the U.S. who worked with Tourism B.C. on the Expo ad campaign have estimated that the proposed sport-fishing series should generate more than 85,000 enquiries or qualified leads. A conversion rate of one percent could create incremental tourism revenues of $1.5 million.

2. *The Educational System* – Federal and provincial fisheries departments have a wealth of literature and posters on fish species, conservation, enhancement, and fish habitat programs that are highly sought after by educators and service organizations.

FISH BC is also developing its own educational material for the elementary school level which will be applicable to a variety of uses in the print and electronic media.

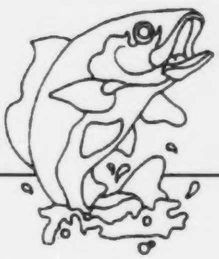
3. *Cultural Awareness* – At FISH BC's weekly information booths, examples of Indian art by local artists and craftsmen are displayed. Limited sales are a minor source of revenue to help fund activities. But more important to the tourist public, they emphasize the unique cultural attraction of Canada as a destination.

4. *Custom Fishing Equipment and Terminal Tackle* – Often particular fishing conditions can require something that isn't on the shelf at the local tackle shop. It may be a custom rod of particular length, balance and flexibility, or a collapsible landing net which can be activated with one hand while you are playing a fish.

An avid angler is always anxious to have something unique and get one-up on his fishing buddies. Ideas can be discussed with local craftsmen, tackle shops and fishing clubs. A thriving cottage industry could develop.

5. *Fishing Piers and Reefs* – There is a good opportunity to create fish habitat close to urban centres which can serve a wide spectrum of the populace from novice to expert.

6. *Aquaculture and Enhancement Projects* – As an example of what can be done at the individual level, a FISH BC member has a sea pen built into the dock at his marina where thousands of visitors annually can see 30,000 to 50,000 coho being reared for release. It is a prime example of being able to show the public that, as well as catching fish, the sportfishing industry also puts them back. Other FISH BC members are involved in similar freshwater and saltwater projects throughout B.C.



At an Association level, FISH BC is looking at fund raising mechanisms through which public and corporate contributions can be channeled into the Fisheries and Oceans' Salmonid Enhancement Program.

7. *Support of Local Sportfishing Events* – In mid-August, FISH BC, in conjunction with Port Alberni, the National Hockey League and Molson Brewery, assisted in promoting the Second Annual NHL/Molson Fishing Derby. This gave FISH BC an opportunity to meet and get to know members of the community and even increase its membership. The result was that FISH BC was able to book several American visitors from Louisiana and California at a new member's facility in the following few weeks.

8. *Domestic and Foreign Marketing Possibilities* – As well as marketing the services of its members in Canada, the U.S. and other countries, FISH BC is also planning to have a line of Association products – caps, jackets, T-shirts, crests, key chains, etc., – for anglers who want a memento of their fishing experience in B.C. Such items will be carried by members for sale to their clients and will also be available to the public through FISH BC.

9. *Post Expo Opportunities in the Cruise Business* – In 1986, more than 325,000 passengers began and ended cruises in Vancouver. Many of these passengers included a pre or post cruise Expo visit in their holiday. Since Expo will not be there in 1987, other interesting activities are being discussed in the tourist industry to encourage these and other cruise passengers to return and spend a few extra days in B.C.

The West Coast Cruise Consortium (WCCC), which represents all sectors of the tourist industry, and of which FISH BC is a member of the steering committee, plans to actively promote and market alternatives to Expo including sportfishing packages.

10. *Salmon Leather* – FISH BC plans to manufacture a line of unique angler products made of salmon leather for 1987 including rod and reel cases, belts, fishing vest, fishing licence/business card holders, and various other items.

Fish skin is a natural by-product of some commercial fish processing. It also presents an opportunity for other species without commercial value and perhaps significant value added for the commercial fishery in the development of new consumer products. Salmon and other fish skin leathers are an exotic and durable product in a class with eel skin, snake skin and reptilian leathers.

11. *Publications* – What do you do when the kids say: "We wanna go fishing!" FISH BC and a local author have developed a simple publication identifying 16 local ocean, lake and river fishing spots ideally suited to the young angler, complete with map and directions and all within an hour or so of city centre. In response to public demands for information on species identification FISH BC is reviewing the merchandizing possibilities of a new publication on 174 Pacific fish species developed in lay-language for the consumptive and non-consumptive user.

12. *Take-A-Kid Fishing Charitable Foundation* – FISH BC has established the Take-A-Kid Fishing Charitable Foundation. The purpose is twofold. First, FISH BC will solicit public and corporate donations to provide fishing opportunities for underprivileged children. Secondly, in conjunction with the Roderick Haig-Brown Kingfisher Creek Society and the

Haig-Brown family, FISH BC, will set-up a scholarship fund in the name of Roderick Haig-Brown at the University of British Columbia.

Conclusion

The foregoing is a condensed account of actual problems, solutions, and activities affecting the establishment and operation of a sportfishing industry organization designed to represent the views of its constituency in the field of development, promotion and marketing.

There is no doubt that industry and government can cooperate to realize the full economic and social potential of the sport fishery. However, the road may be long and arduous. Resource user conflicts, particularly those of the Pacific salmon fishery, will continue to plague and retard maximizing certain opportunities. Political and economic climates may also disrupt progress.

Nevertheless, sportfishing will continue to be integral to the way of life for Canadians and the demand for new opportunities will continue. If governments have now taken this first major step towards the entrenchment of a national policy for the development of the sport fishery, and industry can meet the challenge placed before it, success will surely follow.

Recommendations

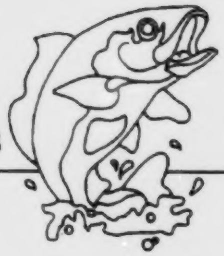
1. The sportfishing industry must take the lead, both nationally and provincially, to prove to governments that it is willing and able to work cohesively and collectively toward the common goal of social and economic development within the sportfishing and tourism sectors.

2. The sportfishing industry should establish, on a national and provincial basis, representative mechanisms to direct attention to the sportfishing products available to the tourist market in Canada and abroad and to provide a focal point for national and international marketing initiatives.

3. Governments should provide policy direction and administrative and financial assistance toward the establishment of private sector associations within the sportfishing/tourism industry whose objectives are to stimulate private investment within their ranks for the benefit of the community as a whole and the economy in general.

4. If governments are to be taken seriously about a new policy for Canada's recreational fisheries, they must be willing to take the steps necessary to encourage and support, under the best use scenario and where applicable, the evolutionary change from commercial to recreational fishing.

5. The sportfishing industry and governments should work collectively with the travel industry to develop family oriented packages of which sportfishing is only one component.



6. The sportfishing industry, in collaboration with government agencies responsible for sportfishing and tourism, should develop public education systems designed to meet resident and visitor demands for comprehensive information on sport- fishing. Such systems should not only cover the "what", "where", "when" and "how" of sportfishing, but also be illustrative of conservation, enhancement, habitat preservation and restoration and enforcement programs.

7. The sportfishing industry and representative associations should look creatively at the possibilities of, and encourage new, business opportunities related to other uses of fishery resources in general and new products and services benefitting Canadian business.

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CONFERENCE PAPERS

Tourism Promotion: Looking Beyond the Consumer

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Northern Ontario Tourist Outfitters Association

Introduction

The tourism industry in the shield region of Canada is predicated solely on selling an outdoors experience. This experience can take many forms: sightseeing, wilderness tripping, a fishing lodge experience or a camping trip. Whatever the experience sought, however, the principle component of the vacation is an escape from the city to a wilderness setting.

When discussing the role of tourism based sportfishing, the wilderness experience plays an even greater role. People interested in a lodge experience are seeking varying degrees of perceived wilderness. Quality angling, pristine lakes, little evidence of human activity and a sense of getting away from it all, are critical components of a lodge trip.

The fishing lodge sector in Ontario enjoys a long and colourful history. It traces its roots to the late 1800's when railway based camps developed. At present, over 1400 lodges, resorts and camps in Ontario serve all the needs of angling enthusiasts. Much of Canada's global image has evolved because of the country's fishing lodge industry.

The continued viability of this sector lies in a healthy sport fishery. If there is no fishery, then there is no tourism industry. Some southern areas in northern Ontario have witnessed a 25 percent decline in the tourism plant in less than 20 years. This is attributable, for the most part, to a decline in the fisheries in the area.

The industry in Ontario is in a period of transition. The province has recently announced a series of programs that will help modernize and better market this sector. Consumers are becoming more sophisticated. Changing demographic profiles across North America are impacting on every sector of the tourism industry. Population demands on wilderness areas are placing increased pressure on regions to try to retain their uncrowded flavour. Finally, conflicting resource uses, most notably from forestry and mining are placing a great deal of stress on the resort sector.

The challenge of promoting tourism, therefore, extends far beyond simply promoting the product to the public. The issues in the promotion of tourism involve promoting awareness of the importance and significance of the the industry to all levels of government, promoting professional tourism to the operator and last, but not least, promoting the actual product to the consumer.

This paper will present a discussion of many of the myriad issues affecting tourism promotion of sportfishing in Ontario, as seen from the author's perspective. It will investigate a number of issues affecting both the federal and provincial levels of government and the private sector. Recommendations will be drawn that will address these issues.

Industry Overview

In Ontario, the lodge sector is an important regional tourism activity. About 1400 licenced facilities offering a fishing, hunting or outfitting experiences operate in northern Ontario. Gross revenues generated directly from lodges in 1984 approached $300 million. This

represents a 350 percent increase in revenues since 1977. This growth rate is more amazing considering the impact of the recession caused by the second oil shock.

It is estimated that gross sales from the lodge sector in northern Ontario in 1986 will approach $350 million, generating a total economic impact of over $1 billion to the north.

Over 15,000 people find direct employment from this sector. Fishing lodges and resorts are the largest employer of native people in the north and provide much needed employment opportunities for young people and women.

A recent study by the Ontario Ministry of Tourism and Recreation analyzed the attributes for success in the resort industry in northwestern Ontario. The study illustrated that the key factors for success were high quality facilities, a high level of service, heavy marketing, and a specialized product. It also demonstrated that sales revenues are heavily skewed to a few larger operations. The largest third of operators generated over 70 percent of sales, averaging annual sales of $450,000 per resort. The middle third captured only 20 percent of the market while the smallest third garnered less than 10 percent of total sales.

As with virtually all other regions in Canada specializing in sportfishing, northern Ontario's market is dominated by American anglers. Across the north, Americans account for two thirds of all visitors. The relative proportion of Americans increases in a northward and westward direction. In northeastern Ontario they represent less than half the clientele, while many lodges in the northwest serve only an American clientele.

Of all the components constituting the Canadian tourism industry, the lodge sector enjoys the greatest trade balance surplus. Far more foreign anglers fish in Canada than do Canadians in other countries. Thus, this sector is a very important net source of tax revenues and foreign currency.

Clearly, the resort sector in Ontario is an important industry to northern Ontario. Many communities owe their very existence to the maintenance of a viable tourism industry. Contrary to popular mythology, the lodge sector generates substantial income, benefits, employment and tax revenues.

Problems and Challenges

A number of very critical issues affect the future of tourism promotion in Ontario. All sectors of government, as well as the private sector, must play a strong role in tourism if this sector is to remain strong.

Industry Development

1. The preservation and enhancement of the resource base is the single most critical factor that needs to be addressed. Simply stated, without a healthy fishery, there will be no tourism industry.

   Similarly, if the tourism values of an area are allowed to erode, regardless of the quality of the product, lodge based fishing will be threatened. These values are based on a feeling of isolation, and a sense of wilderness.

Land use conflicts, specifically those caused by forestry practices are threatening many areas with the eradication of the tourism industry. Logging practices create increased access which, in turn, inevitably creates much greater stress on the fisheries. In too many areas across Canada, remote lakes with a quality sport fishery have witnessed a collapse in that fishery which can be directly attributed to increased access. Once the fishery collapses, the demand for an area will also collapse.

Regeneration of fish in the water body is often very costly and time consuming. Once a fishery has collapsed, unless a great deal of money is invested in a strongly dedicated program, it will never fully recover. The water body may be very productive, but relentless angler pressure will continually keep that lake at a lower productivity. The unique experience that was once available will be lost.

Logging access roads not only open new areas to resident anglers, which results in over fishing of lakes, but they also subvert lodge based operators. Instead of staying at a lodge or outpost, anglers can drive to the lake and camp on the shore. Witnessing campers and camper vans on supposed remote lakes serves only to undermine the roofed accommodation industry. Further, lakes that are crowded with boats, camps, etc., detract from the desired experience.

The frustrating aspect of this controversy is that solutions are at hand. Major policy changes that will counter the destruction of the sport fishery are available. Restricting access, removal of roads, designation of remote lakes, protecting tourism values are all feasible.

Many decisions that could positively impact on tourism based sportfishing are not being implemented for three possible reasons. First, they may not be politically prudent. An entire community demanding access to a lake represents far more voters than the few lodges on that water body trying to restrict access.

Second, and more important, in Ontario, there is a very strong feeling in the tourism industry that the Ontario Ministry of Natural Resources does not understand tourism issues and that field people, in particular, do not respect tourism's needs. Past history would support the contention that the Ministry is more concerned with logging extraction rather than the preservation of sportfishing values.

Finally, some of the solutions proposed are seen as radical. Land use planning in Ontario is characterized by conservation and a predilection for using tried and true strategies. The time has come when, if the province is serious in its intent to preserve those values so vital to the survival of the tourism based sport fishery, it must implement new, decisive strategies. The time for rhetoric is passed!

2. The private sector needs to improve its image to remain competitive on a global basis. Gone are the days when the American angler only had to look north to find the best sportfishing in the world. Today, foreign anglers have the option of fishing in South America, border U.S. states and even Oceania at much the same cost as a trip to a high quality Canadian destination.

   Canada is facing a very tough challenge in the future. Much of our plant is aging and much of Canada has a reputation as being a reliable, but not an exotic, fishing destination. More important, some operators have become very complacent in their businesses. They rely on repeat business almost exclusively, have not developed innovative techniques and are no longer offering that superb quality experience. In a very real sense, at some lodges, the product has gone stale.

If Canada is to retain its position as the world leader in resort oriented sportfishing opportunities, then a new degree of professionalism is required. This must include offering superior class accommodation, services and meals, well trained guides. I feel that by retaining a mystique as a high end destination, more mid scale travellers will be drawn to the country. If Canada becomes regarded as a mid or low end holiday destination, not only will it lose that lucrative upscale market. But ultimately mid scale travellers with upscale aspirations will desert the country. If this occurs, the industry will enter a decline from which it may never recover.

Tourist operators themselves must evolve with the times to meet the needs of the 1980's and 1990's. Already, many operators are treating the sportfishing industry as a profession and have responded to changing needs. The one third of all operators who generate 72 percent of the revenues will be in the vanguard for the future. They are demonstrating a high degree of professionalism and showing that lodges can be profitable.

3. The quality of the sport fishery is a third issue that is of concern when trying to promote a fishing oriented tourism product. This simplistic statement bears further discussion. Apart from the aforementioned access road conflict threatening the very livelihood of many operators, a number of other stresses are being placed on the fishery. Innovative management techniques including slot size, designation of trophy lakes, catch and release programs are needed. Development of fish hatcheries will contribute to the solution and can be tourism attractions in their own right.

   The operator can also play a key role. Of all the people on a water body, the operator is the one person who can exert the greatest influence on sport fishermen to employ sound fishing practices. Certain lodges in Ontario are offering incentives, in the form of discounts on the cost of mounting replica trophies, to anglers who live release trophy fish. Others have enforced their own limits on the fishery.

   Unfortunately, there are still some lodge operators who wish to continue to exploit the resource. These dinosaurs are unwilling to consider any alternate fisheries management techniques.

Tourism Promotion

1. There is a lack of commitment on behalf of Tourism Canada to help promote the sport fisheries as a tourism experience. The recent U.S. Pleasure Travel Market Study document coupled with the Tourism Tomorrow policy statement, proposed a change in marketing emphasis from the outdoors to an urban based experience. Both documents denigrated the value and popularity of lodge based tourism.

   The U.S. Pleasure Travel Market Study, in particular, does an incredible injustice to tourism based sportfishing. The study, which identified the travel patterns of Americans, failed to properly categorize the lodge experience in any of its trip types.

The typical outdoor traveller was found to be a downscale, young individual who travelled short distances, spent little money and less time planning his trip. In essence, the outdoor traveller was determined to be the type of person who would use a local or regional camp ground. This is a far cry from the typical lodge user found in Ontario who will spend up to $1000 per week, will travel hundreds of miles, often books the trip six months in advance and can be classified as mid to upscale.

Similarly, the resort experience identified by the U.S. study was not the type of resort experience offered in the north. When Americans think of resorts, they think of the sun, sand and sea resorts of southern destinations.

Thus, the type of vacation activity offered by the tourism sportfishing sector was by definition omitted. It is not surprising that this sector appeared to be insignificant. Where it did garner support, lodge based tourism was dismissed because it "appears not to have the positive image of Canada that we might like it to have" (Longwoods, 1986, pg 44).

Faced with a clear bias against Canada's outdoors, the lodge based industry is thriving, despite the efforts of our federal overseer.

2. The key to every successful promotional campaign is the creation of a well planned long term strategy. This has been missing from both government and private industry marketing plans. Neither sector has a good record in developing viable five year plans, outlining intermediate and long term goals and objectives. This has resulted in tourism promotion that is based on one of two principles: (a) more of the same; or (b) haphazard, random choice. Neither strategy is effective, and will become even less effective as Canada's global competitors become more sophisticated in tourism marketing.

   Marketing plans of many tourism operators are characterized by their conservatism and rigidity. Many operators either do no marketing or explore only those traditional avenues which have worked well in the past. New plans are implemented for only one year. If no results are shown, then the new idea is dropped.

   Those operators who are prepared to develop new markets and are willing to commit themselves to that market for a few seasons, generally find their investment pays handsomely.

3. The key to being able to identify new markets and to making decisions on whether to pursue that market lies in research. Even rudimentary data systems are missing in many businesses. The less affluent operator will not even track his inquiries to determine from which source they originate.

   On a larger scale, federal and provincial research efforts have, in the past been little better. The much ballyhooed U.S. Pleasure Travel Market Study was established in such a way that the results are, for the most part, of no use in determining interest, market segments and demographic profiles of those people interested in lodges.

4. A further issue which needs to be addressed is the need for better co-operation among all sectors in promoting tourism. Federal and provincial agencies are responsible for creating the image and awareness of a region. Responsibility for closing the sale falls solely on the private sector. For the system to function optimally, all players must be functioning co-operatively.

Conclusion

The question of promoting the recreational fishing industry is indeed complex. Without a healthy product to promote, regardless of the effort made in promotion, the lodge based sport fisheries industry will inevitably fail.

It is a challenge, therefore, to promote the importance of preserving and enhancing the resource base to government. The provinces must accept how critical the future industry is to the resolution of very serious resource conflicts. Without viable solutions, the long term prospects are marginal.

It is a challenge to the sector to convince Tourism Canada that the sport fishery is a vibrant, viable and regionally important component of Canadian tourism. It deserves a place in any integrated national marketing strategy.

A challenge is raised to the industry itself to become more professional to enable it to meet future demands of its clients.

Lastly, a challenge has been raised to encourage new and innovative, co-operative marketing techniques, involving sound business decisions based on long range goals evolved from solid research.

Recommendations

1. Preservation of Tourism Values: Develop and implement practical policies that will truly protect those values critical to a sportfishing oriented tourism industry. These values include remoteness, limited access, high quality fisheries and preservation of a perception of wilderness.

2. Implement More Sound Fisheries Management Techniques: Many programs exist that will guarantee a quality fishing experience, yet will reduce the stress on the fishery. Such programs must be implemented.

3. Develop Long Term Tourism Strategies: Develop five year tourism marketing plans that establish long term objectives while creating short term goals. Adhere to these goals and objectives.

4. Develop a Solid Data Base and Research: Future marketing initiatives must only occur based on sound decisions derived from valid data. Market research is needed in both the public and private sectors to enable practical decisions to be made to implement long range plans.

5. Coordinate Public and Private Sector Promotional Efforts: The public sector must become more aware of the needs of the private sector. While government marketing efforts will create image, the sale must be made by the private sector. This point is critical.

6. Commitment Needed from Tourism Canada to Promote Outdoor Vacations: Tourism Canada must reassess its decision to downgrade marketing of Canada's outdoors. It must accept the importance of sportfishing to a large sector of the Canadian tourism industry and continue to promote it as a vital part of any integrated marketing strategy.

7. Meet and Combat International Competition: A coordinated effort is needed to combat the increased marketing efforts of other nations wishing to capitalize on the sport fishery. Tourism Canada is the logical lead agency.

8. Create More Professionalism in the Tourism Industry: Private operators need to become more professional in their approach to tourism. This includes improving attitudes and services, as well as taking a professional approach to promotion. A quality product must be promoted as a quality experience.

9. More Private Sector Initiatives Needed: The private sector can play a stronger role in implementing new or innovative promotional programs. They must learn how to better use the media, how to gain higher profiles for the industry and must consider alternative forms of promotion.

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CONFERENCE PAPERS

Promoting Tourism

W.J. Bennett
Newfoundland and Labrador Outfitters Association

Introduction

The object of this paper is to address the subject of promoting tourism and, at the same time, identify certain major constraints affecting the ability or entrepreneurial will of the recreational fishing industry to maintain and upgrade the quality of its facilities and services.

The economic potential of a successful natural resource based tourist industry has been demonstrated in many parts of the world. Its profitability depends on the skillful exploitation of the natural phenomena of a country or region. Many factors contribute to the success of a viable tourist industry including honest promotion, quality accommodations, good transportation, reasonable accessibility, suitable climatic conditions and efficient and reliable organization. The development of a successful sportfishing industry in the Province of Newfoundland and Labrador has been slow but very encouraging in recent years.

Regional Information

The province of Newfoundland and Labrador can be described as a vast land on the East coast of Canada with a total of 150,000 square miles of mountains, rivers, fiords and coastal beaches, 110,000 in Labrador and 42,000 in Newfoundland. It has offshore islands teeming with wildlife and thousands of lakes and streams which never have been fished. I would like to emphasize that catching a fish can be considered a bonus when we have such spectacular wilderness unique to North America.

In Newfoundland and Labrador, the population is approximately one half million. In Labrador, there exist only three sizable inland communities: Labrador City-Wabush, Churchill Falls, and Goose Bay totalling 13,000 people. The rest of the population is sparsely located on the coast of Labrador. The inland communities are serviced by modern airports and air carriers from the major parts of Canada. The only existing inland road consists of a secondary gravel road from Labrador West to Goose Bay. In this area are many lakes and rivers with an abundance of inland fish: speckled, lake and Northern pike, along with other species. Along the South and Eastern coastline we have Atlantic salmon and arctic char which are, in every sense, totally unexploited with less than ten recreational tourist fishing operations. Newfoundland itself has the bulk of the population. It, too, has many rivers and lakes, but not the same potential as Labrador. Labrador welcomes those who are adventurous in their souls.

Problems and Challenges

Newfoundland and Labrador are perhaps the last frontier for Atlantic salmon, native trout and char fishing enthusiasts. Our resources are subject to poaching in epidemic proportions. The resource is unprotected due to lack of guardians. There is insufficient regulation governing non-resident access to fishing areas by road, sea and air.

No major training of human resources is available and, except for a few outfitters with a high degree of pride, there is, due to regulations governing crown land occupancy, little incentive to undertake long term investment in building quality establishments.

In broad terms, problems fall into several categories:

1. There is a lack of government promotional activity and market intelligence from a perspective of product/market match. Even a land offering the attractions I have described needs promotion. The greatest challenge is to identify new markets of upscale clientele interested in a fishing experience. It is my opinion that Canada, and regions of Canada, which provide a specific product such as fishing for salmon, trout, pike, lake trout and other species have been well identified in the U.S. marketplace. Business emanating from the U.S. is, to a high degree, repeat or marginally incremental business even if increased marketing or promotion occurs. So we need to broaden our promotional efforts to international markets in Europe and perhaps even Japan.

   Newfoundland and Labrador are well located and transportation modes are in place to establish packages of interest to fishing enthusiasts in Great Britain and Europe. As well, Western Canada and the Territories should also be attractive to international markets. To maximize benefits to the industry, users, and governments, there are a number of problems which must be addressed and solutions found if Canada is to obtain anything near the potential benefits from tourism using our natural resources – a potential, equal to, for example, the drawing power of Florida to Canadians. Governments need to provide assistance to industry in promoting tourism internationally. Outfitters do not have the funds for such major promotional efforts. In my own experience as an outfitter in Newfoundland and Labrador, the best spenders were people from outside Canada: the Norwegians, the Europeans and the Americans.

2. The recreational fishing industry needs to provide quality accommodations and services. Governments need to establish standards of accommodation and industry needs to work to meet those standards.

3. Our fishing guides do not have sufficient training. Courses could be organized by the industry and offered at vocational schools. The intention would be to teach guides angling techniques and to give them a sound knowledge of regulations so that they can advise anglers.

4. More guardians are needed in Newfoundland and Labrador to protect rivers and lakes to prevent depletion of fish. There are many logging access roads across the Island of Newfoundland which are used by an increasing number of anglers. This increased activity poses a constant threat to our lakes and rivers. We need policies to protect our sport fishery.

5. Many rivers and waterways in Newfoundland have fallen prey to poaching and commercial overnetting. Threats to sport fishery survival can only be removed through widespread understanding of the gravity of the problems. People need to insist that our governments adopt remedial measures and to initiate a vast educational program on proper conservation practices. A most important consideration must be the tremendous economic benefits recreational fishing contributes to Newfoundland and Labrador.

6. There is a need for long term leases to secure outfitters' operations. With decreased protection from guardians, authority should be given to the outfitters to enforce regulations. There is a lack of communication among the various levels and sectors of government, relative to the present status and needs of the industry. Lack of industry professionalism is also a problem in most fishing areas.

These problems are not insurmountable in that, through consultation between outfitter associations and government, the issues are being identified and a degree of financial support for plant improvement and marketing has occurred. As well, regulatory problems have been identified. There is, however, a great deal more to be done before this province can, through its present infrastructure and entrepreneurial will, even begin to realize its potential.

Recommendations

Governments need to seriously examine their commitment to developing new markets, supporting the private sector in their initiatives, protecting the resource and reviewing existing regulatory directions so that barriers to industry development are removed. Some elements which must be addressed are:

1. Government must recognize the potential of the sportfishing industry in Newfoundland and Labrador and give every assistance and encouragement to secure it by financing indepth research. The long range planning, organization, development and marketing of the industry must involve considerable input from both levels of government and private enterprise. For this to happen, good two way communication is essential.

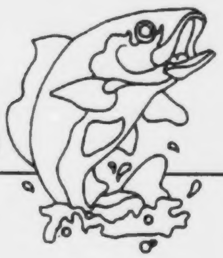
2. Government and industry together need to develop long term objectives, strategies and plans for industry development. These objectives and strategies are needed to build the confidence of the private sector. Recreational fishing in Newfoundland and Labrador is principally seasonal and is carried out in an eight to twelve week period. The provision of market intelligence specific to the industry would help outfitters make maximum use of this short time period.

3. Recreational fishing regulations should include the provision that licenced guides are required for nonresident fishermen in all waters, as is now necessary for fishing in scheduled salmon rivers, and that appropriate courses on guiding be offered in vocational schools.

4. Regulations are needed covering licencing, overnetting, access and encroachment, quotas and survival of the stocks. Protection of rivers must be such as to ensure that there is no depletion of fish.

5. Sufficient guardians must be available to protect our resource from poaching, overnetting and pollution.

6. A review should be conducted of the present procedures for issuing leases. I suggest governments consider providing a grant or long term lease of land to outfitters so



that their financial investments can be protected and so that the resource will not be jeopardized.

7. A strong outfitters association should be established which will speak for the industry, keep government up-to-date on problems, issues and concerns, and act as a watchdog to ensure the industry adheres to conservation regulations and other standards.

8. Creative, new initiatives should be carried out. For example, catch and release, barbless hook fishing and family packages, can be promoted by the industry. Maximum and effective use of the various media must be made in presenting the industry to the public. Co-operation, rather than competition, in promoting the industry will benefit all.

9. The provincial Department of Development, through its Tourism Section, should ensure that promotion is kept to the forefront and regularly upgraded. More tourist advertising and information services should be made available. Sport- fishing educational programs should be provided as part of school curricula. Policies should be implemented to protect the remoteness of an area and maintain its good fishing opportunities.

10. Each individual outfitter must maintain a high degree of professionalism at all times, providing high quality services, being competitive where appropriate, in its operation and co-operating with the outfitters association and government to ensure the overall prosperity of the industry.

Conclusion

On behalf of the author and the Labrador Outfitters Association, we suggest there is a great opportunity to promote industry development. However, we must resolve the problems that the existing outfitters are enduring. Otherwise, to licence and operate new facilities would only cause confusion and compound our present difficulties. Newfoundland and Labrador, with its unlimited watersheds and waterways, has an abundance of new offerings for the development of recreational fishing, including lakes which have never been fished.

I see this National Recreational Fisheries Conference as a beginning to solve industry problems and reach the objective of maximizing the benefits from the resources of our land. Consultation must continue and long range planning must be the order of the day.

CONFERENCE PAPERS

The Canadian Wildlife Federation's Study of Canada's Freshwater Fisheries: An Overview

Bill Beamish
Canadian Wildlife Federation

The purpose of Phase I of the Canadian Wildlife Federation's study was to examine the state of the freshwater fisheries of Canada, and to identify issues and problems facing these fisheries. It was not concerned only with the recreational fisheries, but equally with the commercial, and to the extent possible, the subsistence and illegal fisheries.

Phase 1 began in January 1985. A review of the existing literature was conducted between January and May of that year. This was followed by interviews with representatives of the various fishing groups. Between June and September 1985, we interviewed approximately 200 individuals across the country.

This included members of the fishing industry, federal/ provincial/territorial governments, including scientists and administrators. As well, we met with a number of university faculty. In total, I think we interviewed somewhere around 200 people.

Between early September and March, much of our time was spent preparing a first draft manuscript. This was finished in early spring. About 170 copies were distributed by the Canadian Wildlife Federation across Canada. Over the next few months, we received many extremely helpful and positive comments. We incorporated these comments into the manuscript which was submitted for publication in July 1986. That gives you a brief summary of what we've been doing the last year and a half.

The Phase I report is organized into five chapters. The first chapter deals with the state of the fisheries by drainage basin: Atlantic, Hudson's Bay, Arctic, Gulf of Mexico and Pacific. The second chapter deals with habitat, the third with resource manipulation, the fourth with fisheries manipulation and regulation, and the fifth, science technology and information transfer.

I now propose to go over the ten issues which we have identified:

The first issue in the Phase I report deals with over-exploitation. The most significant threat to Canadian freshwater fish populations is over-exploitation. Management efforts are directed toward supplying fishing opportunities to meet the growing fishing demand, rather than reducing user expectations.

A major problem is the uneven distribution of fishing effort. Accessible waters are generally over-exploited, while many of the more remote waters are under-utilized. Catch and release programs have been introduced in several regions to provide for fishing recreation without seriously reducing abundance. These programs remain controversial and under-developed in many parts of Canada.

While many anglers are very much in favour of catch and release programs, others are reluctant to release fish considered good to eat. Moreover, these programs may tend to increase expectations and exploitation even further.

Canadians tend to perceive fresh waters and the fish they support as infinite, despite evidence of declines in resource abundance and habitat quality. Resource users seem puzzled, disappointed and angered by these declines. At the same time, their hopes are buoyed by apparent successes with introductions of exotic species, and impending enhancement and rehabilitation projects. Recent opportunities for resource users in some regions to participate in conservation and enhancement programs appear to have generated enthusiasm and served as a valuable communication bridge between manager and user. However, overall, Canada's freshwater fisheries seem unable to meet user expectations.

The second issue in the report deals with fish habitat. Threats to the health of freshwater eco-systems result from the addition of substances from agriculture, forestry, mining, manufacturing, and urban and suburban land use. Dams constructed for the generation of electricity, agricultural purposes and flood control, alter the physical and chemical qualities of water. Competition for fresh water is becoming increasingly intense. There are many gaps in our knowledge of the effect of habitat alteration on fish populations, and the capacity of habitats to recover. I emphasis that.

As well, there is growing concern over the effects on human health of consuming contaminated fish flesh. Managers are constrained from protecting fish habitat by the lack of habitat health evaluation methodology. Some candidate methods are currently being investigated. But none, at least to our knowledge, is sufficiently refined for immediate application.

Attempts to improve aspects of the aquatic eco-system are being applied widely across Canada. Lake enrichment has been successful in some areas, but not in others. Fish passage facilities, that's fish ways, are often designed for the safe passage of salmonids only. Further, most of the fish passage facilities, allow only for upstream migration. Culverts, even if properly designed, are often improperly installed. The impact of fish ways and culverts on productivity has not been evaluated to my knowledge in Canada. Comprehensive eco-system rehabilitation strategies are thought to be feasible in terms of scientific and technical knowledge and the institutional arrangements through which they would have to be implemented. However, rehabilitation of large, not smaller streams, and large degraded lakes remains an untried concept.

The third issue deals with concerns over the lack of federal commitment to freshwater fisheries. It is perhaps inevitable in a situation in which the federal government receives little financial return or political credit for freshwater fisheries management that it should neglect it, except for anadromous salmon on both Atlantic and Pacific coasts. There is neither a national policy nor coordination for freshwater fisheries science.

The federal resource protection power, although rarely exercised, is directed to the protection of a single use of water and may, therefore, threaten to frustrate development in other sectors of provincial and territorial economies. The effort directed to information gathering and management in the freshwater fisheries is uncoordinated and uneven across the country, and that expended to understand and protect the freshwater fisheries resource is distressingly low.

Some provinces and territories are without a fisheries research component and must rely on the scientific literature and federal and university scientists. Yet communications between levels of government and within research institutions are insufficient to permit full appreciation and use of the research that is being conducted. The result is inadequate protection of freshwater resources and eco-systems.

The fourth issue deals with the impact of native subsistence, recreational and illegal fisheries. The commercial fisheries, as you all know, are the most thoroughly documented

of the freshwater fisheries. Relatively little information is available on the economic impact of native and recreational uses of the resource.

The impact of increasing fishing opportunities on the local, provincial and national economies has not been addressed on a systematic basis.

Knowledge of the true value of Canada's freshwater fisheries is needed to permit fair competition with other users of water, and to ensure the deployment of the human resources necessary for their comprehensive management. Research is lacking, especially with respect to recreational economic concepts, such as willingness to pay. Although many evaluation studies have been undertaken, there seems to be little agreement on methodology or even on what are the right questions to ask. Meanwhile, the results attained from the various attempts to date are regarded with suspicion by political and bureaucratic decision makers and by competing specialists in the field.

The fifth issue relates to communication barriers among the public, policy makers, managers and scientists. I think this is a very important issue. Over-exploitation, habitat degradation and insufficient human and financial resources, have all contributed to declines in the freshwater fisheries. Perhaps, an equally serious obstruction to conservation is a general failure in communication among the public, policy makers, managers and scientists. Public interest groups may pressure policy makers with the best of intentions, but sometimes inadequate information. Policy makers may be more inclined to listen to public interest groups, than to the advice of experts. Research scientists tend to isolate themselves from managers and the public. Even within the scientific community, communications among the relevant disciplines are all too often inadequate. Communications between managers and researchers and their clients may fail to carry the intended message. Yet effective communication with the public is needed to ensure support, and for the conduct of good science.

The sixth item has to do with allocation of the resource. Processes for allocation of freshwater fisheries resources, among and within the various user groups, are poorly developed in many jurisdictions. Resource use conflicts are a major management problem in several.

For many commercial fisheries, entry controls have succeeded neither in protecting the stocks, nor in adequately controlling the amount of fishing effort in economically marginal commercial fisheries. This has resulted in the dissipation of economic returns. This is particularly so where northern fisheries have been regarded as a spring-board for regional growth and development.

The maintenance by government subsidy of inefficient fisheries on the premise that they provide the most socially desirable means of dispensing welfare, may block the development of long term solutions. Throughout the freshwater fisheries, poaching, illegal by-catches and disregard for regulation are wide-spread.

Subsistence fisheries pose a particular problem because of difficulties in obtaining reliable information and differences in philosophy regarding the use of the resource. Often, when violators are apprehended, minimal sentences are awarded. It is difficult, especially in times of budgetary constraint, to provide adequate enforcement coverage. The cost of existing regulatory schemes may out-weigh their benefits. It may be time to consider de-regulation and the replacement of current regulatory systems with individual and exclusive rights of access or capture.

The seventh issue has to do with stocking. Manipulation of the fish resource is achieved through stocking of native or exotic hatchery-reared fish, adult transfers, creation of sanctuaries or refuges, as well as predator control in some places. Stocking of hatchery fish is used both to increase depleted natural populations, and to create fisheries in previously unpopulated watersheds.

User expectations and market demand often influence location and extent of stocking. There is some controversy over the long term value of stocking fish, because of the danger of increasing user expectations and dependency on stocking. Large scale stocking may militate against the establishment of exploitation rates that would ensure optimum production from self-sustaining, natural, rehabilitated or enhanced stocks. The replacement of wild by enhanced stocks could, and I emphasis could, have serious genetic impacts on natural populations. Although there is no evidence at present for a marked inferiority of hatchery stocks, the long term genetic consequences of enhancement are, at this time, unknown.

Issue number eight refers to problems resulting from the division of jurisdiction in management of the freshwater fisheries. The legislative basis for fisheries management in Canada's fresh waters seems clear and the administrative arrangements which have been explicitly made, or which have evolved over time, seem workable.

However, major concerns remain which require mitigation. Fisheries regulations must be enacted by the federal government under the existing division of powers. The review and approval process involving the federal Department of Fisheries and Oceans and the Justice Department may take up to eighteen months, and is hampered by inadequate resourcing. The legal provisions relating to the protection of waters frequented by fish, the construction of fish ways, and the appointment of fishery guardians, confer on the federal Minister of Fisheries discretionary powers not delegated to the provinces. Such delegation would require amendment to the Fisheries Act.

Both territorial governments have expressed an interest in obtaining management authority over freshwater fisheries which is currently vested completely in the federal government. The Yukon government hopes, in addition, to secure for itself, some say in the management of anadromous salmon stocks.

For many native groups, fish are a form of currency in land claim negotiations, because of their importance as food, as a source of income in areas where employment alternatives are few, and as a component of their cultural and social heritage. There is a growing movement toward the recognition of aboriginal peoples as self governing nations,presumably with either proprietary or exclusive rights in the fisheries within assigned geographic areas. The exercise of these rights will require new administrative or jurisdictional arrangements.

Issue number nine deals with quantifying freshwater fisheries productivity. The status of the freshwater fishery resource has not been evaluated in many parts of Canada. This is particularly evident in some remote areas. The large numbers of lakes and rivers,

together with limitations in human resources, necessitates the use of rapid quantitative methods, currently unavailable, to measure population characteristics.

Techniques for estimating sustainable harvests have advanced from the traditional single species approach, and the concept of maximum sustainable yield, to the multi-species or eco-system approach and the concept of optimum sustainable yield. However, multi-species yield models are not yet sufficiently advanced, particularly with respect to environmental stresses, to be applied to the management of freshwater fisheries. Basic to the concept of sustainable harvest is the ability to estimate tolerance to the continued exploitation, an area about which there is little understanding for freshwater fisheries.

Finally, number ten. Canada is without a recognized national policy on aquaculture. Aquaculture is considered by some as a partial alternative to the conventional commercial practice of harvesting wild fish. The efficient implementation of aquaculture could reduce pressure on declining stocks, and make poaching less profitable. Although there is considerable interest in commercial aquaculture in some regions, Canada is without a national policy, or recognized lead agency. As well, Canada is lagging behind other countries in technology and research despite the exciting and substantive contribution by several centres of excellence in Canada. The progress made by agricultural agencies in animal and crop production could serve as a template for aquaculture. The expansion of freshwater aquaculture is not universally welcomed. Some anglers fear that the escape of cultured fish could lead to competition with natural stocks.

Those are our issues and if you care to get a copy of the executive summary, you can contact the Canadian Wildlife Federation.

SUMMARY OF WORKSHOP RECOMMENDATIONS

National Statement on Recreational Fisheries

Katharine Rice
Nova Scotia Salmon Association

Good morning. I always hate to be first speaker on a morning agenda because I look down at a sea of solemn faces and I never know whether you are ready to go for the jugular, or you partied a bit too much last night.

I would first like to introduce myself to you. In addition to being from the Nova Scotia Salmon Association, I am also a Maritimer. I always like to spread the word about what Maritimers are like. Perhaps the best way is to draw parallels between the Atlantic Salmon and the Maritimer.

We, like the salmon, will share our bed with anybody who needs it. We send our young to distant places to help develop their economies. You may not think that is why we send our young to you out West. But it is what we do to help. When we are out of native waters, we tend to travel in schools and associate largely with our own species. We retain strong links with our native habitat and do our utmost to return to spawn. We resent the introduction of substances foreign to our culture. But we respond well to the injection of monies to restore, enhance and conserve our own ends. We are feisty and snappy when our regional environment is threatened.

So I appear before you this morning as a reincarnated salmon. I might add that, when we are back to a healthy state, we will share our riches with you again. Who knows, maybe even the Prairie environment will be ready to receive them. If so, I guarantee that you will be the richer for it.

Now to the business for which we are here. I've been charged with presenting a summary of reactions to the National Statement on Recreational Fisheries, and I will present this under the following headings: General Comments, Omissions, Cautions or Concerns, and Conclusions.

I read and reread workshop reports and papers presented at this conference last evening. Some of your comments made inordinate sense. Others would mean little to anyone not participating in the discussion.

General Comments

Some reports recommended substantive changes to the statement. Others approved the structure of the existing statement and recommended minor editing or semantic changes. Most groups endorsed the statement in principle and considered it a positive step to promote recreational fisheries development. I might boldly propose that the exclusion of such an endorsement from other group reports was merely an oversight.

There appeared general endorsement of the intent. But there were considerable comments on the motherhood nature of the statement and much support for Dr. Wilfred Carter's contention that more substance is needed.

More aggressive promotion of the recreational fisheries will make an important contribution to the national economy, and highlighting the importance of these fisheries as a national renewable resource is recommended. High on the list of criticisms of the statement was the reference to the commercial and native fisheries at the outset. No apology need be made by government for recognizing the value and the worth of the recreational

fishery. Comparisons with other fisheries in terms of jobs and economic contribution may dilute the statement and its intent. I assume that statistics quoted in the statement will be revised in light of the 1985 angling survey results.

Another general comment worth reporting relates to the issue of management. The title of the statement cites a cooperative approach to management. But there appears to be a we/they or, as we say at home, them and us theme. It was suggested that the statement place more emphasis on co-management of the recreational fisheries.

Omissions

I would now like to address some of the omissions in the statement. Workshops suggested that a section describing the range of activities in the recreational fishery would be a valuable addition to the document. Coupled with this could be a silhouette of federal, provincial and territorial responsibilities in the management of these fisheries. The latter issue surfaced in a number of working group reports which makes me suspect that a statement of some kind on jurisdictional responsibilities is needed. I suspect the matter is not as clear as we would like. Please note my word "silhouette" rather than a definition. We don't need another bulky government document to review at our next meeting.

Some of the working groups and many of the presenters referred to the need for education about the recreational fishery. The communication of information, the promotion of the importance of the resource, training and increasing awareness were some of the terms used. Such references included the education of fishermen, outfitters and guides, youth, and the general or consuming public on conserving the resource and about the environment.

Education, in its true sense, includes a research and evaluation component. Conservation, enhancement and protection measures, and indeed overall management of the fishery, are dependent upon research and evaluation. We can't possibly know where we are going if we don't know where we've been, or we may end up with "you can't get there from here". One group stated its concern about education rather well. The group recommended governments should expand their activity in the production of educational material. I would add, as well, the need to educate all Canadians on the value of the recreational fisheries so that the public can better understand the value of the resource and the increasing need for proper management. I think the onus is on the private sector, as well as the public sector, in this regard.

This leads to a number of comments about funding, another omission in the statement. I was personally surprised that none of the working group reports states that governments alone should financially support the implementation of a national policy. There was indeed a good deal of support for the idea of user pay schemes. Possible funding mechanisms and the administration of such monies deserves mention in the statement. Private sector involvement in the consultative and administrative processes appears critical to those who commented on this matter.

As I read the reports last evening, I was reminded of a story my Dad used to tell me on appropriate occasions about the pessimist who was given a horse for Christmas in an attempt to draw him out of his doldrums. His brother, the eternal optimist, was given

horse droppings (I am being couth) in order to teach him that sometimes life can be harsh. When asked what they got from Santa, the pessimist said, "I got a horse. But I have to feed him, care for him, find food for him". He just complained and bemoaned his gift. When the optimist was asked what he was given, he said, "I was given a horse. But he got away".

When I went over those reports, I could see that we have both brothers here. There are those who are pessimistic that anything substantive will come out of our recommendations. And there are others who consider that problems of inter-group cooperation and management are indeed surmountable. It is possible that the pessimists have been in the game far too long. There are, on the other hand, many more of the "it got away" types here. I am pleased to report some of their cautions to the Minister.

Cautions and Concerns

Some of our major concerns fall outside the jurisdiction of federal and provincial fisheries. Lands and Forests, Environment, Northern Affairs and the judicial system are but some of those government departments which control matters of interest to us. We hope that the Minister of Fisheries can stick handle some of our concerns through other departments.

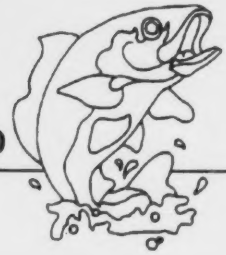
The consultative process must continue to include the private sector. Any structure or mechanism which will assume responsibility for fish resources must also include private sector involvement.

Regulations pertaining to the recreational fishery are in need of review. This includes provincial sportfishing regulations and regulations which govern parks and the native fishery. A caution is that over-regulation is perhaps more dangerous than under-regulation.

Promotion of the recreational fishery should proceed on the basis of sound conservation measures. Overexploitation is a risk if promotion is not managed properly. It was apparent from the workshop reports that a good deal of time and mental energy was spent on editing the schematics of the statement. I had intended to include a section on this. But as the hands of the clock sped by, and the packages of cigarettes were opened, I recognized that there were as many diverse opinions among the workshops as there are among the fishermen with whom I fish.

As an example, I might cite recommendations related to the objectives in the statement. They were: delete number three in its entirety, collapse number three with number two, change paragraph three, line two, word five, change the bold print. So I gave up. I decided instead that I would leave the task to Jane Quiring and her super efficient staff.

I know that there are many valuable contributions included in the reports on which I have not touched. I am confident that the Minister and his staff will eagerly pour over every word of them.



Conclusions

To summarize, let me reiterate the highlights of the changes suggested by participants:

Number one, strengthen the statement by clearly defining the recreational fishery and by stating governments' intent to develop the resource to its fullest potential. This should include a commitment to the rehabilitation and protection of the resource and its habitat as well to as a strategy for implementation.

Number two, the need for, and support of, education about resource conservation would be a welcome addition to the statement. Most federal authorities shudder at the word "education", because of jurisdictional conflicts. We would be happy with any other description deemed acceptable by governments as long as action includes the research, evaluation and communication of information.

Number three, the matter of funding cannot be ignored in the statement considering the support voiced for user pay schemes. The government need not steer a wide berth around this issue, but rather reinforce the private sector commitment by recognizing it in the national statement. The continued and more direct involvement of the private sector users and beneficiaries should be included. Not as an obligation, token or privilege on an ad hoc basis, but rather as a right to assume responsibility equal to that of governments. The responsibility of the private sector should be more strongly cited in the statement. Now that you are a bit more aware and twinkling with anticipation, I turn the floor to Tony Higgins.

SUMMARY OF WORKSHOP RECOMMENDATIONS

Resource Conservation Issues

Tony Higgins
Trout Unlimited

I would like to compliment Katherine on the presentation she has just made because I saw the material she had to work with and much of it was just staggering. Three out of the ten workshops spent their entire time on the national statement and never addressed any of the other papers or issues.

Turning to Resource Conservation, I have based my remarks on the papers related to resource conservation and how they were addressed by the workshops which dealt with the topic.

Perry Munro's paper on *Cooperative Habitat Improvement* was well received and generated a lot of interest from workshops. The overwhelming opinion of everyone who commented on his paper was: "Give me a wild fish anytime, but I will take a hatchery fish if nothing else works". There was strong emphasis on maintaining wild fish stocks. Hatchery stocking was felt to be a secondary and even tertiary option when all else fails. If stream improvements such as those outlined in Perry's paper including spawning channels, stream rehabilitation, and egg incubation fail, then it is time to look at hatchery reared fish. On the other hand, there were other people who felt that hatchery fish did have a strong and productive role to play in some areas, but certainly not universally across Canada.

There was general agreement on the point raised by Perry concerning publication of a habitat manual. But there were differences of opinion on how it should be done, who should do it, is anything out there now and who should go after it.

One workshop said that DFO had agreed, in previous conferences, to collect and disseminate information relative to habitat and fishery management. Now, I was not party to previous conferences. But if DFO previously assumed that role, then I suggest DFO re-establish a clearinghouse for future publications. There may be very worthwhile works already published by various private sector groups and the public sector, which are known only to the authors. In other words, we shouldn't re-invent the wheel.

However, there should be a manual on stream rehabilitation. Perry Munro mentioned that the Province of Ontario has a manual. If this is so, let's use it. It would seem that, if DFO is an established conduit for information, the department may find it worthwhile to let a private organization in the public sector run with the ball, take a document which is already in print and modify it. Perhaps DFO could fund that group to do it. It would at least get things going rather than start from scratch to assimilate information which is already in print and only needs fine tuning. This doesn't take away from the fact that we need a central clearing house for information, and the workshop certainly put the finger on DFO to do this job.

Concerning Perry's recommendation on standardized methodology for habitat manipulation, one group suggested that the standardization of methodology only be addressed for the evaluation of problems and not for habitat manipulation. The fear was that if there were standardized habitat manipulation, it would be cast in stone and no further research, new ideas or techniques would be explored. Personally, I don't think that is a problem.

Those of you who know where I come from, which is Trout Unlimited, will know that nothing is cast in stone as far as stream rehabilitation goes. In fact, some things don't work. When they don't, you try hard to make them work. That means changing your approach, changing the manipulation of habitat to make it work. You may put reflectors in the wrong places. There may be the wrong device in the wrong place. I don't see that standardizing the approach is going to stagnate that approach.

We are always looking for new ideas for a specific project, and you try and you err. But it is better to err on the side of attempting to do something than not to do anything at all. Experience is always changing, and no stream or body of water that needs attention is ever exactly the same. I don't think it was ever the intention to suggest that things would be cast in stone.

On the topic of using volunteers for habitat improvement, one workshop suggested that government funding be provided in the short term to train volunteers as leaders for various habitat projects. The question was asked of Perry whether untrained volunteers might be better used elsewhere. What can you do with a bunch of greenhorns who don't know what they are doing? My own view through Trout Unlimited is that people who give up a day's fishing or gladly turn down dinner with Grandma to get out and slosh around in cold water know what the problem is. The difficulty is in finding people who will go out and make it work, although untrained.

I can see that untrained volunteers may not be as useful when larger bodies of water are involved. But, in that case, I cite the experience of the Boat River Chapter. When big projects are undertaken, untrained volunteers are only there to lend muscle to them. You really have to have professionals involved in major operations.

I just raised the point because I am supportive of untrained volunteers. I call them eager beavers who have at heart the rehabilitation of habitat.

The recommendations on this topic have already been made by Perry in his paper. The only fine tuning needed is what I have just mentioned.

The next subject under Resource Conservation concerns increasing enforcement effectiveness. It was generally accepted by workshops that enforcement should be beefed up. There was very strong support for the Turn-In-A-Poacher Program in Manitoba and similar activities in other provinces. Some people were worried about the cost while others threw caution to the winds and wanted far more officers employed for enforcement. So, you have both ends of the spectrum. But there was a middle-of-the-road course, and that was the strong suggestion to deputize more people in the user class, such as outfitters, guides, etc. Their power should be limited to observe and record offences and offer testimony. Everybody seems to want more law enforcement. But they seem a little green on how this should be accomplished. However, there was strong agreement that the media could be an important cog in this wheel, in conjunction with creating a stronger awareness by the courts that offences are serious. If these violations were publicized (we're talking not only of individuals, but also of corporate transgressors) more than now, this would be useful.

There was no support at all for the two-tiered licencing system. I don't know why. But it was a recurring theme. However, there was support for the simplification of regulations wherever possible. There was also strong support for stiffer penalties and a frustration about the low level of fines given out by the courts for violations.

The next topic was a show stopper: *Promoting Public Education and Awareness*. Rick Morgan's slick presentation appeared to silence everybody flat. Of the seven workshops that managed to get past crucifying the national statement and turn their attention to other things, three agreed with everything he said, and the rest agreed with most of what he said.

One workshop said recreational fishers cannot be placed in isolation from other users. This group also endorsed the workshop concept as both an education tool and a communication conduit to disseminate information. There was a one liner they had, and I interpreted it as "users getting together to share information, share common problems". That workshop also thought, as Katherine said in her conclusions, that government should increase its production of printed material so the public is better informed as to the value of the resource and the reason for management.

The presentation on *Breaking the Funding Barrier* seemed to frighten everybody. There was terrific caution surrounding private tenantship. People really felt this was something they did not trust.

Fishermen are independent-minded people. No one is there to help them when they are on the stream. On a body of water, it is their rather large brain against a very small brain. So people in the workshops fell away from the funding question. Some strongly-worded statements were made that it would be repugnant for anyone to be the sole proprietor of a lake. Others gave a little more balanced view. I guess they heard what Bill Bennett had to say yesterday and felt that such a program needed a local case-by-case approach.

Also, there is a general feeling that any leases, private ownership or private stewardship would probably never affect the bad boys. Timber companies, mining operations, etc. are on the high mistrust list of you all. That was despite Ken Brynaert's question: why not start with the worst offenders?

Workshop responses to the user-pay principle were "cautiously positive". But again the overall question: is this really something that we have to address, or is it all going to be done for us anyway by politicians, and therefore, do we have a real input? But there seemed to be a consensus that user fees be directed more at commercial operators, agriculturists and so on, than at the individual.

There was also a nervous, positive hint that the income tax check-off plan might prove useful. But the negative side was that groups had absolutely no confidence those funds would find their way out of Ottawa back to where the check-offer wanted his funds spent. I got the impression people were nervous with this whole problem. They weren't prepared to address the issue. Although, I think this topic has to be addressed. We can't hide from it. We have been asked by our government for our input. I think we have to think very carefully about it, and come up with specific recommendations. I think we have to take a stab at the problem, and it should be high on the list of topics for consultations which hopefully will take place between the public and the private sector as this process evolves.

Another topic came up in the workshop I was in that falls between the planks. I would like to put it on record because it was supported by people in my workshop. It had to do with native land claims. This is a sensitive subject. But there rose a voice of real concern in the workshop regarding the possible or imagined risk of whether, after native land

claims were settled, DFO would still be able to exercise its responsibilities and jurisdiction over the fishery resources in that vast tract of land.

We discussed this for some time. We didn't have an answer, so we found solace in the the Minister's speech on Wednesday. He came out very strongly saying he is the Minister of all fisheries. I don't want to belabour this point. But I want to put it on record that there are people out there, people in areas of this country very much concerned with this transfer, who are worried. I hope that they can get some reassurance from our Minister's statement that he is Minister of all fisheries, and I hope that he continues to be so.

SUMMARY OF WORKSHOP RECOMMENDATIONS

Resource Use Issues

Jim Gourlay
Nova Scotia Salmon Association

The task of summarizing what people thought they said, as opposed to what they actually said, is a bit of a mine field. When you have to come back before those same people and offer a condensed and edited version of what you thought you heard them say compared to what they thought they said is double jeopardy. It's a bit like being the only tree at a dog show. You don't know whether somebody is going to wander over and give you something unpleasant.

My job was to summarize the Resource Use papers and the workshop responses to them. I have also been given the delicate task of summarizing the workshop responses to Minister Tom Siddon's remarks delivered during the luncheon on Wednesday. It's a job that calls for some diplomacy. That has never been my strong point. But I will give it a shot. I will start with comments on the Minister's speech.

The response generally was one of real encouragement. Hearing a Minister of Fisheries and Oceans pledge to work for no net loss of fish and fish habitat and of even reversing that process was exciting. I think most people took a great deal of encouragement from that. The prospect of having sportfishing accepted as a bonafide industry with recognition within the federal bureaucracy and within federal fisheries law is also exciting. It means we can perhaps pause for a moment and say, "You've come a long way, baby". Who would have envisioned that ten years ago? Certainly I wouldn't have.

The reference to certain species being designated as game fish under direct federal management was exciting even if what the Minister meant was not totally clear. I detected that most people felt they were not hearing simply rhetoric. The Minister's sincerity, the fact that he spent an unusually long time at our sessions, seemed to be taken as an assurance that we have a Minister who means business and means to make some welcome changes quickly.

However, while the general tone and intent of the remarks were extremely well received, some of the substance of the speech elicited less than enthusiastic response and obviously will require some work. The Minister himself asked for direct response and I think he is going to get it.

The major area of contention of course, as all of you will know, was the concept of three salmon foundations – Atlantic, Great Lakes and Pacific – to channel tax exempt private money into the fishery. Several questions were asked in relation to this proposal. Some people, mainly from central Canada, asked why should the foundations be species-specific? Why should there be three foundations? Why not one? Why just salmonids? Why should we establish new foundations when organizations, such as the Atlantic Salmon Federation, already exist to serve the purpose? Since the idea came out of the blue to most conference participants, I detected a feeling that it warrants more study. People would like time to digest it, play with it, turn it over and address the questions that were asked.

There was a consensus that there should be one national foundation to cover off all sportfishing in the country. There was also a suggestion that existing provincial organizations and foundations could be used for the purpose. A strong consensus also existed that the mandate, staff and budget of Wildlife Habitat Canada could be enlarged and broadened to accommodate, within its terms of reference, a second function related to sport fishery development. I think I am correct in saying that view was the most strongly held of the three.

If you recall the Minister's speech, he alluded that he may be able to find a modest amount of seed money to assist in the establishment of these foundations. However, there was a fairly strong recommendation from one workshop that significant government seed money would need to be found, in contrast to the modest amount promised by the Minister.

There is a comment on page ten of the Minister's speech that drew a negative response in some workshops. The Minister said, "By bringing in private money we liberate more public money for enhancing commercial stocks". Workshops proposed that foundations should promote only sportfishing. Most workshops made changes to the first part of the national statement on recreational fisheries expressly to take out references to native and commercial fisheries. People took exception to the concept that private money would be injected into the recreational fishery and public money would disappear into the commercial fishery instead. So we would be no further ahead. There was a fairly strong recommendation that this should not be the case.

Workshops also commented on some of the papers on topics related to Resource Use. The paper on *Recreational Fisheries Policy in Québec* by Yves Jean of the Quebec Wildlife Federation was well received. It was a very informative paper.

Overall, the view was the issue of public versus private ownership must be faced as we gradually make the transition from a frontier free-for-all mentality in our public fisheries to a more structured and orderly system of controlled exploitation and user pay. We will have to answer the question as to whether we emulate the European system and allow costs to escalate outrageously in a free market and limit access in some instances to the well-to-do. Or do we seek some middle ground? I think the Québec experience as outlined in the paper is valuable. We can look to the innovative processes that have taken place in Québec, such as experimentation with zones, wildlife reserves, exclusive tenure for outfitters, and so forth. It is something the Canadian Wildlife Federation is looking at, I understand, as well.

Alex Bielak's paper on *Catch and Release: The Ultimate Low Consumption Fishing Technique* got mixed reviews. The response ranged from total support for the concept of catch and release to outraged objection. There was a suggestion that the need to resort to catch and release could be construed as a management failure. The very fact that we consider it necessary for conservation purposes is an indication that we fail to manage the fisheries properly. Maybe there is some truth in that. Some felt that the concept was a desirable ethic to be encouraged, but only as a voluntary measure. Others thought we should plow right ahead and expand catch and release wherever feasible, practical and possible.

The impression I had, in summation, is that catch and release will gradually and steadily continue forward. It will have a place in the future of the recreational fishery in this country and room will be made for it. I think it will become part of the recognition that there are many different types of anglers out there, all of whom must be accommodated. There are some people who will release fish as a matter of principle and as an investment in the future — theirs and other people's.

Just as a personal comment and from the experience we have had in Atlantic Canada with Atlantic salmon where catch and release is mandatory, the greatest benefit is not with the person who voluntarily catches and releases fish. You cannot educate some people to return fish alive if they don't want to. But you may convince them at least to go halfway and to stick to the legal bag limits.

The paper on *Public Involvement in Resource Management* was one of those papers where everyone sat and nodded their heads and didn't have a lot of comments to make. The recommendations in the paper were universally endorsed by all workshops.

I would like to add one point, however, again from personal experience. This comes from years of beating one's head against the wall. Here I am taking a leaf from Rick Morgan's book. The fact that you don't always get an opportunity to provide input to fisheries policy development, does not mean you cease trying. I think Lloyd Shea was giving us volunteers some advice on how we can better organize and be effective.

I'll give you an example. The organization to which I belong, the Nova Scotia Salmon Association, affiliated itself four years ago with the Atlantic Salmon Federation. All of a sudden, overnight, we had a full-time staff at our disposal. The difference in the effectiveness was dramatic. It was unbelievable, like night and day.

Dennis Pattinson's paper on a *Code of Ethics for Anglers* was similarily well received and similarily universally endorsed. I was surprised, however, by the amount of comment it elicited in workshops. It would appear, at first glance, to be a motherhood issue, a concept which has been around for a long time. But a number of people think it is one of those things which has sat around and not been acted upon to the extent that it should or could be. There did not seem to be support for a national code of ethics for anglers. Instead, people would prefer something regional to reflect local situations.

There was a feeling that we should continue to educate our peer group and continue to work on them because we are far from perfect. We tend to think that we are ahead of other user groups in terms of morals and ethics. But there is still a lot of work to be done.

I thought it was interesting as well that both Dennis Pattinson and Rick Morgan independently warned that even the generous amount of good will which exists on the part of anglers runs the risk of being eroded if we continue to see the resource abused by others, and if we continue to see management inefficiency and cumbersome, unclear legislation. That struck me as rather significant.

Shirley Bennett's paper on *Marine Recreational Fishing Opportunities* restricted itself to tuna and deep sea fishing, specifically in Prince Edward Island. Tuna, the Big Blue Fin, is a romantic fish with a worldwide appeal. It is a true game fish in every sense of the word. A big game fish with potential to draw tourists from great distances. And there is no question that there is room for negotiation.

I can relate to Shirley's complaint on the problem of late season announcements. I am sure most of you can. It certainly has been a great difficulty for us in salmon circles. To some extent, this has been corrected. But it is a real annoyance and we may want to look at that in resolution form and expand it more appropriately. This issue pertains particularly to the outfitters who suffer most seriously from that problem.

The other subject Shirley dealt with was deep sea fishing, jigging, hand lining for cod and so forth. That is something extra to angling. People who engage in it are not anglers per se. However, it is a great tourist pursuit and has gone on for years.

I think what Shirley didn't say, though, is that there are other opportunities for saltwater sportfishing that are not now being exploited. I checked with some people on the West coast and it would appear that the marine sport fishery is fairly well developed, mainly because of the salmon situation. However, Canada's East coast remains badly underexploited compared with other rich marine areas of the world.

Saltwater sportfishing is very common in other places. Even our next door neighbours in New England have an active marine sport fishery with similar species and a similar coast line to ours. But for some reason Atlantic Canadians do not. I think tradition dictates in Canada that you go fishing commercially in saltwater and you go sportfishing in freshwater. So there exists an opportunity to expand recreational angling significantly in Eastern Canada. Species such as striped bass, shark, pollock, and mackerel are good quality sport fish which are almost totally underutilized in Atlantic Canada.

By way of conclusion, I am not sure how much of what I've had to say can be extrapolated into recommendations specifically. Three key comments on the Minister's speech are: 1) the three foundation idea was not particularly well received and perhaps should be reconsidered; 2) there is a need for more than modest seed money to get the foundations going; and 3) there was a suggestion that whatever money is raised privately should not be used to displace public monies already allocated for developing recreational fisheries.

On private/public ownership, I can say that this should be deferred for discussion at another time. Concerning catch and release, we proceed with a regional voluntary approach. On public involvement in fisheries policy, we just keep plugging on and share each other's experiences on occasions such as this. On the matter of a code of ethics, we should not assume we don't need to educate other people who are coming into the sport. On marine recreational fisheries, the Pacific coast seems to be doing fairly well. Opportunity clearly exists on the Atlantic coast, however, to develop marine sportfishing to the level of New England's valuable sport fishery.

SUMMARY OF WORKSHOP RECOMMENDATIONS

Industry Development and Tourism Promotion Issues

Walter Urquhart
Alberta Tourist Industry Association

I would like to preface my remarks by saying it should be known to recipients of these summaries that tourism will become the world's leading industry by the year 2000. This startling projection was determined from studies carried out by an agency of the United Nations. The downward trend of our economy because of factors beyond the control of our federal government has, and is, causing real hardship for many Canadians. The depressed energy industry, unfair trading practices in agriculture, tariff and protectionist philosophies have resulted in the loss of jobs, homes, farms, ranches, businesses and a way of life for too many citizens. Could then a developing tourist industry become a major factor in helping to replace lost revenues, lost jobs and even lost hope? The answer would appear to be a resounding yes.

In Canada, we have an abundance of resources, many renewable, which are being sought out by an ever increasing number of visitors from other countries. Successful development of a thriving tourist industry in its infancy now will depend upon many factors including a dedicated effort on the part of Canadians which may mean some sacrifices on the part of all of us.

I am referring to sharing with our visitors some of those resources which we have taken for granted in the past. Sharing a trout stream, a mountain trail, a food and accommodation industry facility. Not only must we be prepared to make such a commitment to sharing. But also, if we are to compete with the other nations for the tourist dollar, we must first be prepared to accept the role of host, and a caring one at that.

As I have said, our tourist or visitor industry is truly in its infancy. We have only begun to scratch the surface. Tourism has not been defined by the federal government. What businesses form this industry? What government departments are directly or indirectly involved? Where do authorities begin and end?

The United States Government saw the need for a precise definition of tourism. The U.S. Congress enacted a Tourism Act which could and should serve as a model for our own federal government. There are many reasons why this should be done, principally because of inaccurate projections which would result from incorrect statistics.

The Alberta department concerned with culture, for example, projected some five hundred thousand visitors would visit the Museum of Science and Paleontology in Drumheller in a five year period. I am happy to report to you that in less than one year, over four hundred and fifty thousand people visited the Drumheller site. This gives you some idea why accurate projections and reporting from central authorities becomes a very important factor.

An obvious interdependency exists between various governments, agencies and the private sector. An interdependency which should be controlled by the tourism departments of federal and provincial governments. The private sector must be not only a full partner, but also a willing partner in this vitally important industry.

As a summary presenter to the National Recreational Fisheries Conference, I find it necessary to place our tourism potential in a proper perspective because of what I perceive to be a limited response from workshop reports. Considerable dialogue resulted from the reports of the various speakers. In my summary, I will make reference to many topics that are worthy of further study and review: Wilfred Carter's concerns about conflicting jurisdictions, genuine partnerships and consultation; Kieth Brickley's statistics (perhaps Kieth's expertise in number crunching could be used to develop the true economic value of a properly defined tourism industry); the concern of Perry Munro and the Canadian Wildlife Federation over the loss of habitat; Don Glays and his concern about the enforcement of rules and regulations; the Ontario Federation of Anglers and Hunters' wish to promote education and awareness.

The interdependence between governments and the private sector was adequately described by Ken Brynaert of the Canadian Wildlife Federation. The proposal that greater use of volunteers and native people be made to break the financial barriers was indeed timely and must be fully explored.

Yves Jean clearly portrayed the Québec scene outlining the recreation environment and freshwater commercial fisheries as a priority matter. It seemed to me, listening to Yves, that there was a lack of recognition of the existence of a national tourism structure in the private sector. Each province across Canada has a Tourism Industry Association. Those associations come under the umbrella of the Tourism Industry Association of Canada.

I am happy to report that in the Province of Québec, a tourism organization has just recently been formed within the past two or three years and is making excellent progress.

Alex Bielak from the Atlantic Salmon Federation talking about promoting catch and release added a bit of humour by referring to a slogan from Saskatchewan stating "I am a barbless hooker". I wonder if Alex is aware that John Diefenbaker once proposed that Saskatchewan be described as the land of "rape and honey".

Lloyd Shea from the Alberta Fish and Game Association recommended greater public involvement in resource management. Lloyd also picked up on what I believe to be a major problem and a deterrent to recreational fishing development and that is the matter of access. Concerns about trespass, liability, abuse, have not been addressed by conference participants as much as I would have liked.

Time does not permit me to highlight all of the many excellent presentations and ideas brought forward by Dennis Pattinson, Shirley Bennett, Harald Underdahl and the very well thought out presentation of Bob McKercher from the Northern Ontario Tourist Outfitters. Bob, you almost blew me out of the meeting when you said you represented some 1,400 lodge owners. Where I come from, we have a total of six lodges in the whole province.

Bill Bennett, you had me fooled. At first, I thought that you had come out of retirement on the West coast. Seriously Bill, there is a tourism organization in your province. Make use of that organization to help resolve the problems you referred to and develop further the good ideas you have.

The Canadian Wildlife Federation outlined a number of issues which warrant further review. I must confess, however, that as a resident of Alberta and residing in a national park, I am disappointed in your response to the question of fishery stocking in national parks. On that point, I think it is important for this body to know that there has been a significant drop in the number of sportfishing licences sold by Parks Canada. The drop is

attributed to diminishing catches, unintelligible regulations and escalating costs for entry and campground fees.

Those mountain national parks are a magnet drawing the international visitor to Canada. Parks Canada must come to grips with this problem and soon.

Industry development was addressed by five workshops. In each instance, research was the key word with the general feeling that governments, in consultation with the resource user groups, should carry out economic and biological research to determine allocation of the resource for recreational use.

Senator Robertson, I would like to ask specifically for the delivery of the National Statement on Recreational Fisheries to the next meeting of the First Ministers which will take place this November. Also, we would like to be assured that the Ministers of Environment, Transportation, Tourism and Finance will likewise receive a summary of conference recommendations.

In closing, I would like to re-emphasize the need for a better understanding of the tourism industry, the value of that industry to our economy and the potential for tourists to create new jobs across Canada.

CONFERENCE OVERVIEW

Senator Brenda Robertson
Conference Chairperson

I want to thank you all for coming and participating in this conference and to congratulate you. We have had, as you know, the first statement on recreational fisheries by all governments in Canada. That is what this conference was basically about.

The quality of the presentations, the dedication of the participants, the sincerity and the amount of hard work you have done in preparation for this conference have impressed me as your Chairman very much. I have learned a lot and I admire the work you are all doing on behalf of the recreational fisheries.

When this conference started, I would be less than honest if I did not tell you that I detected a note of skepticism. I want you to know that, not only the staff of the department and myself appreciate your presence and your hard work, but certainly governments appreciate your involvement as well. I personally believe that much progess has been made in the last few days. As I said to someone last evening, as Chairman of this conference my main concern is simply this: Where do we go from here? How do we proceed?

Too many of us in this room have been to too many conferences where we have worked very hard. Then we wonder two or three years later what ever happened to all that hard work. That is most frustrating and most unfair.

Of course, as you know, the fishery is a shared responsibility between the federal government and the provinces. That is as it should be because this Government has, as one of its major concerns, the national reconciliation of the federal government with the provinces. This Government is committed to harmonizing relationships between the federal government and the provinces, getting those relationships back to where the people are discussing the issues in a good atmosphere and genuinely working toward solutions. I believe that we are making progress.

In this area of shared responsibility, the problems are magnified because, at the federal level, you know you are not going to get very far unless you have the cooperation of Fisheries and Oceans, the Department of Tourism, Small Business, Forestry, Justice, Parks Canada, and Environment. Then you also know that you are not going to get very far either unless they have the cooperation of those provincial departments of government who respond to the federal departments.

There are a lot of people involved here. But simply because it is complicated should not diminish our efforts or make us feel more frustrated with the task ahead. I honestly believe, and I know the Minister believes this, that you are the key. You are the key to this collective government action. I don't know how I can encourage you to continue your involvement and your leadership.

That is what government depends on. Government, without this leadership, without your inspiration, will fail. When you have governments and citizens working together as we are doing here, as the First Ministers have asked us to do, then you really get things done.

I learned something yesterday, among the many things I learned, that surprised me. Of the 20 some organizations at this conference, you represent in total about 900,000 members. That is a lot of people. It is a large collective membership. When you consider all of those other people who are not card carrying members, but who participate in

recreational fishing, then you understand better the very powerful voice that you have and the very powerful voice that must be heard.

We have heard many recommendations this morning. But again I ask what do we do with them? How shall we proceed? I have a few suggestions. Suggestions for the department, suggestions for the participants here. You may accept them or reject them. But I believe you need a course of action. I believe you need the reassurance of continuity as we leave Toronto today.

Perhaps before the First Ministers' Conference, you could take the opportunity to speak with your general membership and discuss the recommendations coming from this conference with them. Take time and if you want to make further recommendations, send them to DFO staff so that they can be included in the summary of this conference that the Minister of Fisheries and Oceans takes to First Ministers in November.

On a point of administration, I would like to mention that I heard complaints about the lack of time for workshop discussion. How there was never enough time to do all the things you wanted to do in the last couple of days. I appreciate that. But believe me, I also know that the staff worked hard to make time for each one of you to participate. They did not want to leave any association out, because each one of you is important. When you are trying to accommodate so many serious organizations which have contributions to make, it is hard to work it all into a few days. I think we've done a good job.

I am sure yesterday afternoon you would have liked the whole day to work on recommendations in the workshops. I think, though, for the time available to us, you have done a magnificent job.

A second recommendation I would like to make to you is this: in Ottawa, we have caucuses, federal caucuses. We know from listening to the Minister of Fisheries and Oceans, and the Minister of Small Businesses and Tourism at this conference, that we have two friends. But they are going to need a lot of support.

National caucuses break down into provincial and regional caucuses. At the earliest moment, I would recommend you contact the chairman of the federal caucus from the province or the region where you live and ask to make a presentation on these recommendations. Discuss these recommendations with them and get their support. If you do that, not only are you speaking to the MPs, but you are speaking to the Ministers from that province or region. You are getting more support for the Ministers who eventually will have to put into regulations and legislation the recommendations you are making at this conference. At the same time, I would suggest that you contact the appropriate elected members in your own province and make the same presentations from this conference to them. Make sure they are on side, because it is important.

CONCLUDING REMARKS

Dr. Peter Meyboom, Deputy Minister
Department of Fisheries and Oceans

I was most interested in the summaries I heard this morning of your workshop deliberations. I would like to make some comments in response under different headings than the topics dealt with by summary presenters. I would like to talk about the role of governments, habitat, tourism, funding, and where we go next.

So, first the role of governments. To a federal public servant, the recreational fisheries are characterized by the need for federal, provincial and territorial cooperation. This cooperation is essential. We are working very hard with provinces in this area at the moment. In fact, we have made improved cooperation a priority issue for the newly appointed Director General of our Central and Arctic Region, Paul Sutherland, who is in the audience this morning. As part of this process, we are working to conclude bilateral freshwater fisheries agreements with various provinces, beginning with Alberta and Ontario. I want to assure you, Madame Chairman, that the need for cooperation is well understood at the federal level. It is a given as far as I am concerned. In fact, this conference is one of the outcomes of that increased federal/provincial cooperation.

The National Statement on Recreational Fisheries you have been asked to comment on was written by Jane Quiring who first had to obtain agreement in the department and then had to negotiate with the provinces. That statement became the foundation for this conference. This is the third iteration, if you wish, of that statement. It has gone up and down and up again. Because, if you write something in a government department and you show it to colleagues, they all take out a little bit. They all try to take the heart out. We welcome the suggestions made by you through Mrs. Rice this morning and, as a result of these suggestions, we will put the heart back into the statement.

With this statement, we have a blueprint for how to proceed in the next few years, because there is no going back. What has happened during this conference is that the initial constitutional act to promote the development of our recreational fisheries has been created. As a senior public servant, I am extremely grateful for your help and, I am sure, so is Mr. Siddon.

It was mentioned this morning by Jim Gourlay that it would be useful to see an organizational reflection of the importance of recreational fisheries in the Department of Fisheries and Oceans. I can assure you that this, too, will happen.

I would now like to spend a few moments talking about habitat. As you know, the Minister tabled the Fish Habitat Management Policy in the House of Commons last week. Even though DFO has cut back on resources, (we had to declare 320 positions surplus) we still haven't met our reduction target. The Department has a target of 600 person years to be declared surplus, in response to the Minister of Finance's budget of two years ago. We are up to 500 now. But we are reinstating about 89 person years. And 16 of those will be added to existing habitat management activities in DFO regions.

We will develop a habitat action plan for examination by the Minister. We have already decided in which regions new people will be employed. Four additional person years will be allocated to the Newfoundland region, five to the Gulf region and seven to the new Central-Arctic region. Our recent press release on departmental initiatives shows the regional breakdown on new habitat activities. As with recreational fisheries development, it is very important in habitat management to work with the provinces because, while

resource conservation is the responsibility of the federal government, the habitat itself lies within provincial and territorial boundaries.

A few words now about tourism. I understand from reading your draft workshop reports and listening this morning, that tourism promotion is a very important concern. By the way, I should reassure Mr. Urquhart that the federal government is very much aware of the importance of good statistics. In fact, there is a task force in Statistics Canada led by an economist named Cathy Campbell who has been struggling with the problem of statistical reporting on tourism for the past two years. I believe a report on this issue will shortly be made to the Chief Statistician. All the things you said, sir, are right and true and are being addressed. The question of definition, the question of funding, the question of reporting, all of that.

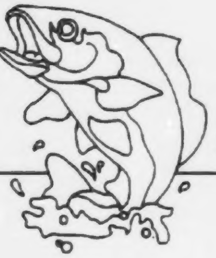
On the subject of funding, Mr. Gourlay mentioned the creation of salmon foundations. I think these foundations are the vehicle we have to look at, whether it is one foundation, three foundations, or two foundations, plus the use of an existing mechanism such as Wildlife Habitat Canada. I think it is all up for further debate. Mr. Higgins also made reference to the fact that, when someone gives money to the federal government, there is no guarantee it will be spent on what he or she wants.

Let me explain to you in very simple terms the problem posed by the federal government's Financial Administration Act. Whenever we start raising money for any purpose at all, including cost recovery, the money goes directly into the federal government's central bank account called the Consolidated Revenue Fund. It does not go directly into departmental budgets. Money is then allocated to departments based on the amount available and on overall government priorities. So, if a department wants to undertake a new project, it generally has to find the money within its own budget to do whatever has to be done.

The Department is confronting similar problems with respect to small craft harbours which is also of some concern to you, and with respect to placing more observers on our offshore and inshore fleets. We are dealing also with that particular problem for the Salmon Enhancement Program in British Columbia. There is no answer yet. Treasury Board Secretariat and the Department of Finance have traditionally said to Departments: "If you raise money through cost recovery, it is ours, because the law says so."

As for the proposed foundations, they would work on a different principle in that they would be separate from the federal government. These foundations would raise their own money, manage their own funds, determine their own projects. That is why these foundations are so important. Because I think they are a way for you to do what you want to do, what you think has to be done, for us together to do what has to be done. We, therefore, see these foundations as an avenue for funding new initiatives without encumbering the federal treasury. We look forward to your views and suggestions on the mandate and operation of these foundations as plans develop. I think all kinds of useful suggestions have come forward from this conference on these foundations and we will look at them all in detail.

Now, your Chairman asked the question: what next? I would like to respond to this question to the extent that I can. First of all, this afternoon Ron Crowley, Director General, Economic and Commercial Analysis, and Jane Quiring, Director, Recreational



Fisheries, will be meeting with provincial and territorial Directors of Fisheries to discuss your recommendations from this conference. Then, on the basis of the input you have given, we will finalize the National Statement on Recreational Fisheries. On November 20 and 21, we will present to First Ministers a summary report on decisions taken by federal/provincial and territorial Fisheries Ministers to address the challenges facing the fisheries sector. This report includes actions to promote recreational fisheries development. We will also submit a report on the results of this conference to First Ministers. We will send you copies of these reports following the Annual Conference of First Ministers.

You asked for my assurance about continuity. You have that assurance. I started off by saying, that there is no way back. We can only go forward. We will to do that together. Mind you, there has been a good deal of continuity already. These conferences started back in 1970, for example. And we have had three surveys of sportfishing in Canada since 1975. So this conference is not a new beginning. But I think it is a highlight on a road that started some time ago.

The political roadmap which has been given to you by your Chairman this morning is extraordinarily useful, because no government has used caucuses as well as this government. In my entire professional career in the public service I think I had addressed only one caucus. However, with this Minister in particular, we must have given fifteen caucus briefings. Therefore, to link your efforts to caucuses is an extraordinarily important suggestion. So I say to you, do it. I cannot tell you how to do it. You have to find your own way on that separate path. You will find your way, I am sure, and it is a very important point of contact to make.

For our part, we will continue to develop bilateral agreements and memoranda of understanding with the provinces and territories on recreational fisheries development. As part of that process, we will certainly consider your recommendations from this conference, as Senator Robertson suggested.

Having said all this and having emphasized some of the points I thought I should emphasize, I can tell you that Mr. Siddon is extremely pleased with the number of people who have come to this gathering. The way the proceedings have evolved over the past few days will be to our mutual benefit, I am sure.

Finally, I would like to thank some of you and all of you. First of all, Madame Senator Robertson, I would like to thank you for your outstanding chairmanship. Secondly, I would like to thank Ron Crowley. Ron has been responsible, in this very month, for two major conferences. The first one was in Victoria on oceans policy and he managed that in the same professional way that this conference was managed. Although the actual management was not his but Jane's, nevertheless, I want you to know that Ron, in his responsibilities in the Department of Fisheries and Oceans, is at the forefront of several major policy developments.

The next person I would like to single out is Jane Quiring. Not only has she organized this conference with her staff in an outstanding fashion, she has also been the intellectual power behind everything you have heard. Your very presence here has been her suggestion. Finally, I would like to mention Kieth Brickley, who was responsible for all three surveys of sportfishing. His is the kind of continuity, Madame Chairman, that is so important. We have only received compliments about his work.

I also think this conference and the national statement give a strong foundation for future recreational fisheries policy development and are of extreme importance to a department such as Fisheries and Oceans.

I then would like to join the Senator in thanking all of you. Without you it would not be possible to have this kind of discussion. I was impressed by the style and thoroughness of the speakers this morning. I attend all kinds of conferences and your style reflected to me a kind of patience that may be specific to your avocation, mainly fishing or angling. Careful, deliberate, thoughtful, thorough. All of it, I promise you, will be taken to heart and all of it is welcomed.

Appendix A

A Cooperative Approach to Recreational Fisheries Management in Canada

I. INTRODUCTION

Purpose

At the Annual Conference of First Ministers in November 1985, the Prime Minister proposed that "governments should promote the development of recreational fisheries". He called for "timely, cooperative efforts involving both orders of government and the private sector... to build upon Canada's strength in the fisheries sector".

Following the conference, the federal government began drafting this statement in cooperation with provincial and territorial governments. Once drafted, consultations will be held with key representatives of angling associations and the recreational fishing industry. In October 1986, the statement will be tabled at the eighth biennial National Recreational Fisheries Conference, which will include participants from federal, provincial and territorial governments, angling associations and the recreational fishing industry across Canada. In November 1986, First Ministers will give final approval to the statement.

Its purpose is to set forth guiding principles, objectives and approaches whereby government and non government organizations together can shape the future of these fisheries. Within this framework, federal, provincial and territorial governments will develop bilateral agreements which clarify their respective management roles and responsibilities in fresh water,define specific areas for cooperative action and describe strategies for achieving management objectives. It is hoped that resource users will work with governments and develop complementary initiatives which seek to conserve and use these fisheries to bring increased economic and social benefits to Canada.

Scope of the Fisheries

Canada's fisheries are a valuable natural resource which make a significant contribution to the nation's economy. The commercial fisheries in 1985 landed fish worth over $900 million which were processed into fish products worth over $2 billion. These fisheries supported about 112,000 jobs across Canada, particularly in small coastal communities. As well, native fisheries make a valuable contribution to local economies.

Recreational fishermen are also important users of the fishery resource. Five million Canadians of all ages take part in recreational fishing every year. Another one million visitors come to Canada to fish. These six million anglers catch and consume over 45 thousand tonnes of fish. That's eight per cent of Canada's total finfish catch, including that taken by commercial fishermen.

The waters off our Atlantic coast offer a wealth of recreational fishing opportunities, many of which remain underdeveloped. Anglers fish for the famous bluefin tuna, as well as mackerel, pollock, flounder and striped bass.

On the Pacific coast, anglers fish for chinook, coho and pink salmon. They also catch halibut, rockfish, lingcod, and other species.

Significant as Canada's ocean sportfisheries are, 90 percent of recreational fishing takes place in freshwater. That is because Canada has nearly one quarter of the world's area of

freshwater, and because our major population centres are concentrated inland. Anglers pursue about 50 species of fish in fresh water. They most often catch trout, walleye, pike, bass, smelt, perch, salmon and steelhead, a seagoing rainbow trout.

Recreational fishing also adds its contribution to the nation's economy. Anglers spend $1.7 billion every year on goods and services related directly to sport fishing. They spend about $1 billion of this total on food, lodging, travel, boat operations and fishing supplies. They invest $650 million in boats, boating supplies and other durable goods. The one million foreign anglers spend about $300 million in Canada. This accounts for nine percent of Canada's foreign exchange revenues from tourism.

The money anglers spend to go fishing supports an industry which generates an estimated 37,000 jobs across Canada. The recreational fishing industry incudes charter boat operators, lodges, outfitters, equipment manufacturers and retailers, boat and boating equipment suppliers and a host of others across the country.

The Challenge

Conserving and developing our recreational fisheries can benefit Canadians now and in the future. So the continued health and abundance of these fisheries concern federal, provincial and territorial governments which manage the resource, anglers who catch the fish, and businesses which prosper from their participation in the sport. And the health of the resource concerns those who believe that our fisheries are an integral component of the environment within which Canadians enrich their lives.

The task before us is not a simple one. Habitat degradation and overfishing have damaged some fish stocks. Chemical contamination of fresh water exists in areas of high industrial activity such as the Great Lakes. Silt deposits from mines, housing developments, road construction and agriculture have damaged, and continue to damage rivers and streams in eastern, central and western Canada. Dams and diversions affect rivers throughout the country.

In many parts of Canada, more people are going fishing more often than ever before. Better gear and fishing methods have allowed anglers to catch more fish. This, combined with rising pressure from the commercial and native fisheries, has seriously depleted some fish stocks.

These problems are not insurmountable. But they do require a commitment to action and a concerted effort on the part of the resource managers and resource users. Governments and the recreational fishing community support the principles, objectives and approaches outlined in this statement as a guide for the conservation and development of our recreational fisheries for the benefit of present and future generations of Canadians.

II. GUIDING PRINCIPLES

The guiding principles which follow provide the foundation upon which objectives and approaches for recreational fisheries development are based. These principles are fundamental to cooperative management of these fisheries.

1. **Recreational fishing is a valuable, significant, and legitimate use of fish resources.**

   Canada's seacoast and inland fisheries support an active commercial fishing industry. They also provide an essential livelihood for native people. The contribution these fisheries make to the country's well-being has never been questioned. But the considerable impact recreational fishing has on Canada's economy has not always been recognized.

   Governments and the recreational fishing community acknowledge the continuing contribution the commercial and native fisheries make to the nation's well-being. They are, therefore, committed to ensuring these groups continue to benefit from the resource.

   The sizeable number of recreational anglers and the money they spend to go fishing make them important users of the resource. Therefore, fishing opportunities need to be provided, not only to commercial and native fishermen, but to recreational anglers as well.

2. **Governments and the private sector share responsibility for the conservation and wise use of the resource.**

   Governments bear a responsibility for managing our fisheries on behalf of the people of Canada. In a sense, governments hold the resource in trust so that all Canadians can derive benefits from these fisheries, and so that healthy fisheries can be passed on to provide the same benefits to future generations.

   All users of the fishery resource also bear a responsibility for its conservation and wise use. Anglers and the businesses which profit from angling activity are direct beneficiaries of a healthy recreational fishery. So they bear a responsibility for its continuance. This responsibility extends not only to caring for, and participating in, the protection of the resource and its habitat, but also to assuming part of the cost of maintaining the privileges they enjoy.

3. **Within the context of their respective responsibilities, federal, provincial and territorial governments are partners in the management of Canada's recreational fisheries.**

   Federal, provincial and territorial governments each have certain responsibilities for the conservation, management and control of Canada's fisheries. The Canadian Constitution confers on Parliament jurisdiction over "seacoast and inland fisheries". Therefore, the federal government retains ultimate responsibility for the conservation and protection of the fisheries. However, the Constitution also states that, in inland waters, provinces have the "proprietory right to fish", that is, the right to decide who can fish under what terms.

The federal government is directly responsible for management of the fisheries in tidal (or ocean) waters and in National Parks. In varying degrees, provinces have been delegated responsibility for management of the freshwater fisheries within their boundaries. All provinces license fishermen in fresh water.

In Newfoundland, the three Maritime provinces and the two territories, however, the federal Department of Fisheries and Oceans administers fisheries conservation laws and regulations. Elsewhere, starting with Quebec in the east and extending through to British Columbia, provinces exercise principal responsibility for freshwater fisheries management. In those provinces, fisheries regulations are federally enacted in accordance with the requirements specified by each province.

Effective management of Canada's fisheries requires a strong partnership among governments. Therefore, actions by governments to promote recreational fisheries development will be carried out in full recognition of the respective responsibilities of federal and provincial governments. Any federal initiatives in fresh water will be undertaken in the context of mutually agreeable bilateral discussions, and will respect and support provincial priorities for recreational fisheries management.

4. **The recreational fishing community bears a responsibility to harness its skills and energy for the protection and development of the resource.**

Anglers and the business community can play a key role in achieving the development potential of these fisheries. Organizing effective private sector representation at the national and provincial levels can make a major contribution to resource management.

In addition, as users and direct beneficiaries of the resource, the private sector can take action to increase the economic and social benefits to be derived from these fisheries.

III. OBJECTIVES

The overall objective of recreational fisheries management is to safeguard Canada's rich fisheries endowment, and to ensure economic and social benefits accrue to the country from these fisheries. As well, there are the following specific objectives:

1. **Conserve, restore, and enhance our recreational fisheries and the habitat on which they depend.**

Historically, industrial development in Canada has resulted in some degradation of fish habitat and some contamination and loss of fish stocks. It is unrealistic to expect that our environment can be returned to the pristine state of pre-Confederation days.

However, we must acknowledge now that, while our fisheries are plentiful, they are not infinite. Therefore, we must take steps to protect them. Consequently, we need to incorporate environmental protection goals within current and future industrial development strategies.

Present numbers of anglers, the importance of recreational fishing and its heavy demands on certain stocks all require that governments and the private sector develop effective resource management plans. Implicit in resource management is the recognition that, in some areas of the country, the resource cannot sustain excessive fishing pressure. Therefore, fishing activity will be controlled in the best interests of the resource.

Habitat conservation and resource management strategies first need to be designed to protect the habitat and existing fish stocks from further damage. Second, we need to work systematically to rehabilitate fishing areas where stocks have been contaminated or depleted. Finally, where possible, we need to develop new fishing opportunities to meet the leisure requirements of Canadians and increase revenues to Canada from tourism.

2. Maintain a high quality and diversity of recreational fishing opportunities.

The "recreational fishing experience" may mean different things to different people. The chance to catch a fish is only one of the factors which affect an angler's desire to go fishing. Fresh air, clean water, beautiful scenery, relaxation all contribute to satisfying outdoor leisure.

If the recreational fisheries are to provide economic and social benefits to Canadians, we need to create and maintain a wide variety of fishing opportunities which meet the needs of the fishing public.

Redirecting fishing pressure from over-exploited fisheries to areas which can support additional activity will help preserve the quality of the angling experience. Reducing catch limits and promoting conservation measures, such as catch and release, can also maintain recreational fishing opportunities while, at the same time, retaining the productive capability of the resource.

3. Encourage a viable recreational fishing industry.

Many of the businesses which make up this industry are small businesses employing fewer than 20 people and generating less than $250,000 in annual sales. But, as in other sectors, small businesses have the potential to generate jobs. Often, these businesses are located in remote areas of the country where other job opportunities are scarce.

Governments and business can cooperate to achieve the economic potential of the industry. Regular consultation on regulatory and policy changes can ensure the industry benefits from conservation measures and the creation of new fishing opportunities.

Industry, as well, can take advantage of economic development opportunities by working closely with angling groups and associations to identify the goods and services required by the fishing public.

4. **Promote tourism.**

Canada's wilderness and natural resources offer a wealth of vacation opportunities for visitors as well as Canadians. Yet, the tourism potential of our natural resources has been underexploited in the past.

The main objective of governments remains that of providing fishing opportunities to Canadians. However, in those areas which can sustain increased angling,opportunities exist for governments and the recreational fishing industry to focus on using our recreational fisheries to attract more tourist dollars to Canada.

IV. TOWARD A COOPERATIVE APPROACH

In a country as large and diverse as Canada, the challenges involved in managing our recreational fisheries vary from province to province and region to region. Different circumstances prevail across the country which require approaches tailored to the specific needs of a province or region. Developing a cooperative approach to recreational fisheries development in Canada recognizes that while there are national issues which require concerted action, the majority of government/private sector cooperative initiatives will be undertaken at the provincial and local levels.

Governments, anglers and the recreational fishing industry also recognize that increasing the level of financial resources for recreational fisheries development may not always be possible. However, opportunities exist to re-orient current programs, increase inter-governmental cooperation and call on the skills and abilities of the private sector.

To achieve recreational fisheries management objectives, therefore, governments and the private sector could be committed to carrying out separate and joint initiatives in the following areas:

RESOURCE CONSERVATION PROPOSALS

1. Research

Governments will undertake scientific research and develop data bases to:

- monitor the state of the habitat and the resource;
- evaluate the effects of conservation and regulatory measures on the resource; and
- improve fish production.

Resource user groups will help to develop these data bases. They will carry out research where they have the expertise and resources to do so, and they will assist with field work in support of this research.

2. Management

Governments will implement a new Fish Habitat Management Policy in support of environmental conservation goals. Resource user groups will undertake habitat restoration and other projects to develop these fisheries.

Where resources permit, governments, resource user groups and industry will undertake measures to rehabilitate fish stocks in areas where stocks have been damaged. Also, opportunitities exist to improve fish habitat conditions where economically feasible to increase natural productivity of desirable fish populations.

Governments will develop resource management plans, where necessary, to achieve conservation goals while providing fishing opportunities for anglers. Resource user groups will participate in the development of these plans. Governments will improve the effectiveness of recreational fisheries enforcement activities. Resource user groups will undertake programs to encourage compliance with regulations.

3. Information

Resource user groups, industry and governments will work cooperatively to inform and educate anglers and the general public about the value of our fisheries and the importance of resource conservation.

RESOURCE USE PROPOSALS

1. Research

Governments will carry out economic research to determine appropriate allocation of the resource to recreational anglers. Governments will continue quinquennial Surveys of Sportfishing in Canada and other supporting studies to provide social, economic and biological data on the recreational fisheries. Resource user groups and industry will undertake market research to identify the needs of the fishing public.

2. Management

Resource user groups, industry and governments will promote recreational fish farming and harvesting underutilized species to increase angling opportunities.

Resource user groups, industry and governments will examine opportunities and undertake activities to promote marine recreational fishing.

Governments will streamline and simplify fishing regulations where required.

Resource user groups, industry and governments will seek new sources of funds from the private sector for recreational fisheries development.

3. **Information**

Resource user groups will develop and promote a code of ethics for anglers.

Resource user groups, industry and governments will work together to inform and educate the public on fishing opportunities and fishing regulations.

Resource user groups and industry will promote the adoption of voluntary conservation measures in areas where the resource is overexploited.

INDUSTRY DEVELOPMENT PROPOSALS

Research

Governments will undertake research to evaluate the impact of angling regulations and conservation measures on the industry.

Management

The recreational fishing industry will seek out new business opportunities in areas which can sustain increased angler participation.

The recreational fishing industry will organize its efforts to represent the views of its constituency effectively to governments.

Information

Governments will provide timely information on fishing policies and regulations to ensure the industry is prepared for any changes.

Industry will work with governments to promote responsible use of the resource to their clientele.

TOURISM PROMOTION PROPOSALS

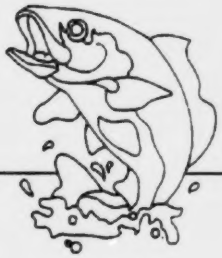
Research

Governments, resource user groups and industry will work together to identify the needs of tourists.

Management

Governments will work with resource user groups and industry to identify fishing areas which have a potential to attract foreign anglers.

Governments, resource user groups and industry will work together to integrate recreational fishing promotion within overall provincial and national tourism marketing.



The recreational fishing industry will seek out opportunities to work with other sectors of the business community to develop vacation packages which attract tourists to the area.

Information

Resource user groups, industry and governments will develop publications and information programs to promote the recreational fishing experience to tourists.

V. CONCLUSION

Recreational fisheries are intrinsic to what Canada offers its citizens and visitors. Protecting these fisheries and their habitat, promoting responsible use of the resource, and maintaining and developing angling opportunities makes sense for us and for future generations. This statement provides a starting point for governments and private sector to work together to conserve and develop these fisheries.

Appendix B

Conference Participants

NON-GOVERNMENT REPRESENTATIVES

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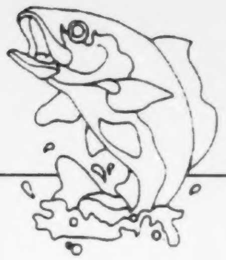

Appendix C

Conference Agenda

October 14		
7:00 - 9:00	Reception and registration	
October 15		
9:00 - 9:20	Opening remarks	Chair: Senator Brenda Robertson
9:20 - 9:45	National Statement on Recreational Fisheries: Views of non-government advisory group	Dr. Wilfred Carter, Atlantic Salmon Federation
9:45 - 10:15	Coffee	
10:15 - 10:50	Results of 1985 National Survey of Sportfishing in Canada	Kieth Brickley, Fisheries and Oceans
	Resource Conservation	
10:50 - 11:10	Cooperative Habitat Improvement	Perry Munro, Nova Scotia Wildlife Federation
11:10 - 11:30	Increasing Enforcement Effectiveness	Don Glays, Manitoba Wildlife Federation
11:30 - 11:50	Promoting Public Education/Awareness	Rick Morgan, Ontario Federation of Anglers and Hunters
11:50 - 12:10	Breaking the Funding Barrier: Financing for Recreational Fisheries	Ken Brynaert, Canadian Wildlife Federation
12:30 - 2:00	Lunch	Speaker: Hon. Tom Siddon Minister of Fisheries and Oceans
	Resource Use	
2:00 - 2:20	Recreational Fisheries Policy in Québec	Yves Jean, Fédération de la Faune du Québec
2:20 - 2:40	Catch and Release: The Ultimate Low Consumption Fishing Technique	Dr. Alex Bielak, Atlantic Salmon Federation
2:40 - 3:00	Public Involvement in Resource Management	Lloyd Shea, Alberta Fish and Game Association
3:00 - 3:20	Coffee	
3:20 - 3:40	A Code of Ethics for Anglers	Dennis Pattinson, Saskatchewan
3:40 - 4:00	Marine Recreational Fishing Opportunities	Shirley Bennett, P.E.I. Deep-Sea and Tuna Sportfishing Association

	Industry Development	
4:00 - 4:20	Maximizing Business Opportunities in Recreational Fisheries	Hart Mallin, Payless Fishing Tackle, Manitoba
4:20 - 4:40	Maximizing Business Opportunities in Recreational Fisheries (continued)	Harald Underdahl, British Columbia Sport Fishing Association
4:40 - 5:00	Promoting Tourism	Bob McKercher, Northern Ontario Tourist Outfitters
5:00 - 5:20	Promoting Tourism (continued)	Bill Bennett, Newfoundland and Labrador Outfitters Association
6:30 - 7:30	Reception	
7:30 - 10:00	Dinner	Speaker: Hon. Vince Kerrio, Ontario Minister of Natural Resources
October 16		
9:00 - 9:20	Tourism Opportunities	Hon. Bernard, Valcourt, Minister of State for Small Businesses and Tourism
9:20 - 10:20	Canadian Wildlife Federation's Study of Canada's Freshwater Fisheries: An Overview	Bill Beamish, Canadian Wildlife Federation
10:20 - 10:30	Instructions to Workshop Participants	Jane Quiring, Fisheries and Oceans
10:30 - 12:00	Workshop discussions	
12:00 - 1:30	Lunch	
1:30 - 4:00	Workshop discussions	
4:00 - 5:00	Workshop Chairmen prepare reports	
6:00 - 7:00	Workshop Chairmen meet with summary presenters	
Free Evening		

October 17

9:00 - 9:20	*National Statement:* Summary of Recommended Changes	Katharine Rice, Nova Scotia Salmon Association
9:20 - 9:40	*Resource Conservation:* Summary of Workshop Conclusions and Recommendations	Tony Higgins, Trout Unlimited
9:40 - 10:00	*Resource Use:* Summary of Workshop Conclusions and Recommendations	Jim Gourlay, Nova Scotia
10:00 - 10:30	Coffee	
10:30 - 10:50	*Industry Development:* Summary of Workshop Conclusions and Recommendations	Walter Urquhart, Alberta Tourist Industry Association
10:50 - 11:30	Conference Overview	Senator Brenda Robertson
11:30 - 12:00	Conference Conclusions	Dr. Peter Meyboom, Deputy Minister of Fisheries and Oceans
12:00	Conference Closes	

Appendix D

1985 Survey of Sportfishing in Canada Summary of Preliminary Results

Table 1: Numbers and Characteristics of Anglers in Canada in 1985

	Resident	Nonresident		Total
		Canadian	Other	
Angling Population – Adults	4,269,621	184,931	794,955	5,249,507
Estimated Active Anglers – Adults				
Males	2,961,059	148,949	637,706	3,747,714
(Average Age, Years)	40	42	46	41
Females	1,097,401	28,117	137,495	1,263,013
(Average Age, Years)	36	40	45	37
Total Estimated Active Anglers – Adults	4,058,460	177,066	775,201	5,010,727
Children				
Both Sexes	1,773,383	47,295	140,327	1,961,005
Total Estimated Active Anglers – All Ages	5,831,843	224,361	915,528	6,971,732

Table 2: **Origin of Nonresident Anglers who Fished in Canada in 1985**

Province-State Group	Number
Canadian	
Newfoundland	583
Prince Edward Island	286
Nova Scotia	2,513
New Brunswick	1,564
Quebec	8,352
Ontario	55,059
Manitoba	37,111
Saskatchewan	14,729
Alberta	55,263
British Columbia	8,755
Northwest Territories	291
Yukon Territories	287
Unspecified	167
Canadian Total	184,960
Non-Canadian	
New England, U.S.A.	11,492
Mid-Atlantic, U.S.A.	143,761
East North Central, U.S.A.	302,876
West North Central, U.S.A.	167,192
Mountain, U.S.A.	23,385
Pacific, U.S.A.	89,642
South Atlantic, U.S.A.	27,797
East South Central, U.S.A.	8,550
West South Central, U.S.A.	14,907
U.S.A. - Other States	2,634
Other Countries	2,690
Non-Canadian Total	794,926
Grand Total	979,886

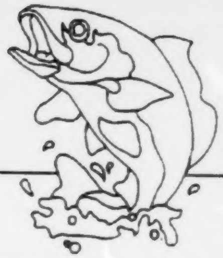

Table 3: **Number of Fish Caught by Species in Canada in 1985 (000's)**

Fish Species	Resident	Nonresident	Total
Arctic char	43.9	18.5	62.4
Arctic grayling	507.7	140.9	648.6
Bass	17,920.2	5,244.6	23,164.8
Pike	23,127.5	11,402.9	34,530.4
Perch	67,828.6	8,672.5	76,501.1
Smelt	22,783.9	628.6	23,412.5
Salmon			
– Pacific	2,352.2	572.4	2,924.6
– Atlantic	335.3	34.8	370.1
– Freshwater	3,716.1	276.1	3,992.2
Trout	73,854.5	2,694.7	76,549.2
Whitefish	2,094.9	133.5	2,228.4
Walleye	27,229.4	14,790.7	42,020.1
Other Fish	55,464.1	8,204.4	63,668.5
Total	297,258.3	52,814.6	350,072.9

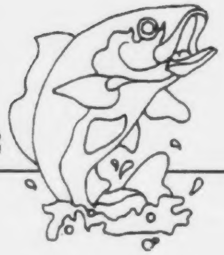

Table 4: Numbers of Fish Retained by Species in Canada in 1985 (000's)

Fish Species	Resident	Nonresident	Total
Arctic char	32.3	7.9	40.2
Arctic grayling	263.2	44.7	307.9
Bass	8,285.4	1,851.9	10,137.3
Pike	12,995.9	3,103.3	16,099.2
Perch	53,691.4	4,981.1	58,672.5
Smelt	20,977.0	621.1	21,598.1
Salmon			
– Pacific	1,766.4	467.2	2,233.6
– Atlantic	269.0	18.9	287.9
– Freshwater	2,437.8	185.2	2,623.0
Trout	61,993.6	1,501.6	63,495.2
Whitefish	1,440.9	80.6	1,521.5
Walleye	20,672.9	6,537.8	27,210.7
Other Fish	41,292.4	4,466.6	45,759.0
Total	226,118.2	23,867.9	249,986.1

Table 5: Direct Expenditures Attributable to Sportfishing in Canada in 1985 ($ 000's)

Expenditures	Resident	Nonresident	Total
Packages	117,645.1	159,017.2	276,662.3
Accommodation	99,303.6	66,117.3	165,420.9
Camp Sites	64,638.9	15,232.1	79,871.0
Food	587,984.1	113,615.3	701,599.4
Travel	576,203.9	77,146.0	653,349.9
Boat Rentals	35,148.9	17,618.3	52,767.2
Fishing Supplies	328,009.8	25,620.5	353,630.3
Boat Costs	154,681.5	16,244.1	170,925.6
Other Services	45,205.6	35,116.3	80,321.9
Other	13,208.5	3,424.9	16,633.4
Total	2,022,029.9	529,152.0	2,551,181.9
Average Per Angler	474	540	486

Table 6: Major Purchases or Investment Relating in Whole or in Part to Sportfishing in Canada in 1985 ($ 000's)

Expenditures	Resident	Nonresident	Total
Boats and Related Equipment	927,287	24,932	952,219
Camping Equipment	464,466	12,022	476,488
Special Vehicles (ATV's)	1,171,738	9,831	1,181,569
Land-Buildings	816,194	74,516	890,710
Other	106,530	4,326	110,856
Total	3,486,215	125,627	3,611,842
Average Per Angler	816.52	128.21	688.03
Total Attributable	2,056,823	86,899	2,143,722

Table 7: Trip Characteristics of Nonresident Anglers in Canada in 1985

Characteristics	
Trips to Canada — All Reasons	2,196,931
Fishing Trips to Canada	1,685,696
— %	77
Days Spent For All Reasons	9,339,330
Days Fished	7,790,200
— %	83
Fishing Trips — Main Reason for Visit	1,454,133
Day Trips for Fishing	319,341
Overnight Trips for Fishing	1,366,355
Accommodation Used on Overnight Trips (% of Nights)	
Friends and Relatives	7.6
Tent or Trailer	9.9
Cottages	15.2
Camping in Provincial Parks	5.4
Camping on Crown Land	2.6
Camping in Commercial Camp Grounds	8.3
Fishing Lodge or Camps	32.8
Commercial Accommodation	13.5
Other Accommodation	4.7
Total Nights Spent on Fishing Trips	5,740,458